

University of South Wales



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EDUCATION ADMINISTRATION AND POLICY MAKING  
IN THE RHONDDA 1840 TO 1974  
BY  
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A dissertation submitted in partial fulfilment of the requirements for the award of the degree of Master of Philosophy of the Council for National Academic Awards.

Sponsoring establishment: The Polytechnic of Wales

Collaborating establishment: Mid Glamorgan Education Authority

Submitted: Month - APRIL  
Year - 1986

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### ACKNOWLEDGEMENTS

Grateful thanks and appreciation are expressed to the following:

The Polytechnic of Wales:

for general encouragement.

Mid Glamorgan Education Authority:

for co-operation in allowing full access to all official records, files, documents etc. and to the senior staff of the Rhondda Divisional Education Office for their help during searches.

Rhondda Borough Council:

for allowing access to their archives and to the staff of the Electoral Registration Section for their general assistance and support.

Dr. C.A. Baker:

As my Director of Studies for his scholarship, counsel, support and encouragement.

Mr. Ken Hopkins:

The Chief Education Officer for the County of Mid Glamorgan, and former Borough Education Officer for the Rhondda, for his interest and encouragement.

#### DECLARATION

While registered as a candidate for the Degree for which this submission is made I have not been a registered candidate for another award of the CNAA or of a University during the research programme and no material contained in the thesis has been used in any other submission for an academic award nor has any of the material been published in advance.

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EDUCATION ADMINISTRATION AND POLICY MAKING

IN THE RHONDDA 1840 - 1974

by GRAHAM ROBINS

ABSTRACT

The Rhondda Valleys lie sixteen miles north west of Cardiff, in Glamorgan, and were once the tumultuous centre of the world's coal industry. All that now remains is a community spirit and an educational and cultural heritage which had almost as tumultuous a history as that of coal mining.

Over a period of one hundred and four years, from 1870 to 1974, the administration of education in the Rhondda area involved, in chronological order, the Ystradyfodwg Parish Vestry (1870 - 1878), the Ystradyfodwg School Board (1878 - 1903), the Rhondda Urban District Council (1903 - 1946) and the Rhondda U.D.C. as an Excepted District, (1946 - 1974).

The dissertation is an examination and analysis of how these different authorities became involved in public education responsibilities and of how each responded.

It is an underlying theme of the dissertation that, inter alia, the character of the Rhondda Community encouraged deep-rooted values, loyalties and traditions which blended into a strong community consciousness with the result that the community has always been, and remains, a valley of spirit and independence. The natural consequence was the emergence of attitudes of stubborn determination and independence defined as self reliance, an unwillingness to be dependent upon or to be constrained by other agencies, a preparedness to lead and innovate and an almost irrepressible urge for local autonomy and self-government.

For each period the dissertation focuses on case examples of attitudes of stubborn determination and independence in education administration and policy making. Where possible brief evidence

is also presented of the same attitudes in other fields and these attitudes were thus a general phenomenon although most prevalent in education.

For each period an analysis of possible reasons for these attitudes is offered by applying the concepts of community consciousness and organisation culture followed by evidence of the deployment by the various authorities of the power resources of political legitimacy, knowledge and information and constitutional - legal powers in order to achieve their policies and aims.

The aims of this dissertation are to determine whether community consciousness was institutionalised in the various authorities and, in particular, to test the hypothesis that, through interlocking membership, and subsequent organisational continuity, successor authorities to the Parish Vestry were each, in turn, captives of a past organisation culture with the result that attitudes of stubborn determination and independence were perpetuated.

The contribution made to knowledge of the subject areas of both education and local government is provided by the general focus on almost a century and a half of the education administrative history of the Rhondda and by the focus on the interfusion of the organisation culture of several local authorities.

## LIST OF ABBREVIATIONS

### General

|        |   |                        |
|--------|---|------------------------|
| U.D.C. | : | Urban District Council |
| C.C.   | : | County Council         |
| C.M.   | : | Calvinistic Methodist  |
| Cong   | : | Congregationalist      |
| Ind    | : | Independent            |
| N.C.   | : | Non-conformist         |

### Quoted reference sources

|            |   |  |
|------------|---|--|
| C.R.O.     | : | County Record Office   |
| Y.S.B.     | : | Ystradyfodwg School Board  |
| R.U.D.C.   | : | Rhondda Urban District Council   |
| R.B.C.     | : | Rhondda Borough Council  |
| M/E        | : | Ministry of Education  |
| DES        | : | Department of Education and Science  |
| Educ/C     | : | Education Committee  |
| S.M.C.     | : | School Management Committee  |
| S/C        | : | Sub-Committee  |
| Sec.S/C    | : | Secondary education Sub-Committee  |
| The Scheme | : | References during the period 1946 - 1974 to 'the Scheme' relate to the Rhondda Divisional Education Scheme approved by the Minister of Education on 4 February, 1946 and to the Varying Scheme approved on 6 July, 1956. |
| NLW        | : | National Library of Wales Journal  |

EDUCATION ADMINISTRATION AND POLICY MAKING  
IN THE RHONDDA 1840 - 1974 : INTRODUCTION

The conceptual framework for this dissertation is based on the application to the Rhondda Authorities of the concepts of Community consciousness, organisation culture and power resources each of which is briefly explained.

The Concept of Community Consciousness

It is an underlying theme of the dissertation that the character of the Rhondda Community, from 1840 to 1974, encouraged deep-rooted loyalties and traditions which blended into a strong community consciousness with the result that the community has always been, and still remains, a valley of spirit and independence.

Despite two centuries of effort, attempts by sociologists to agree on a satisfactory definition of community has not been reached.<sup>1</sup> In Gusfield's<sup>2</sup> view it exists when

A special closeness or bond unites people and  
the bond may be one of life style or territory.

A similar definition is offered by Butterworth and Weir<sup>3</sup> who suggest that

A community contains the following elements:  
a territorial area and a sense of belonging.

Pahl<sup>4</sup> considers that the 'bond' or 'sense of belonging' to which Gusfield and Butterworth refer is the product of shared or common experiences which bring people together with some form of feeling of locality (or community) consciousness. This, in his view, is especially the case when one industry dominates, for example coal mining, and they experience strikes, lock-outs, pit disasters and unemployment. The 'bond' or 'sense of belonging' can also be the result of concerted action to fight against externally threatened changes to the local situation and environment.

The physical and geographical characteristics of an area or place can

also produce a 'bond' or 'sense of belonging' when their consequence is an isolated society in which people expect to spend the rest of their lives with the result that a strong community consciousness emerges even if some inhabitants were immigrants initially.<sup>5</sup>

Bell and Newby<sup>6</sup>, having re-examined definitions of community, suggest that agreement on a suitable definition is possible on the basis that a community incorporates the following elements:

a (defined) area or territory, common ties  
or bonds and social (and other) forms of  
interaction.

Notwithstanding lack of agreement on a satisfactory definition of community and community consciousness, implied agreement seems to exist on its manifestations.

These definitions of community, and its behavioural manifestations, are relevant to the Rhondda community from 1840 to 1974 and to which reference is made in this dissertation. That the Rhondda was, and is, a community characterised by a defined territory, common ties or bonds and social and other forms of interaction, is beyond question. It is also beyond question that, certainly up until the last few decades, the Rhondda was unique in that there was something distinctive about its way of life and community spirit that was lacking in other areas.<sup>7</sup> The consequence, as the evidence will show, was an attitude of stubborn determination and independence manifested by self-reliance, an unwillingness to be dependent on others, refusal to be constrained, a preparedness to lead and innovate and a strong desire for autonomy and self-government.

### The Concept of Organisation Culture

All organisations develop an organisation culture - a set of norms, values, beliefs and ways of behaving - that, in the view of Eldridge and Crombie<sup>8</sup>, characterise the way things get done and determine the organisations response to various issues and problems.



An organisation's culture will have been shaped and influenced by several factors including inter alia, its history, traditions, and environment<sup>9</sup> and its response to its need for survival and growth<sup>10</sup>. Handy<sup>11</sup> considers that of particular importance in this respect is the impact of the organisation's history since events of the past, as well as the climate of the present, are major influences.

An organisation's culture can become so absolute that it can dominate its members' existence<sup>12</sup>. Yet the distinctiveness of the culture that emerges enables one to predict the attitudes and responses of the organisation's members not only within the organisation but also towards the wider environment in which it exists including interaction with other organisations<sup>13</sup>.

Caplow<sup>14</sup> accepts that it is difficult to change an organisation's culture which is rooted in deeply held beliefs and values and to which its members are committed. Nevertheless he suggests that change is possible if sufficient change of membership encourages a new set of norms, values and beliefs to gradually emerge. He admits, however, that when little or no change in membership occurs the culture of the organisation is re-affirmed and perpetuated by organisational continuity.

Local authority organisations have developed and maintained their organisation cultures in response to these same influences and the education authorities which operated in the Rhondda from 1840 to 1974 provide good examples. History, tradition, environment, the need for survival and, in some cases, the desire for growth have been major determinants of culture whose dominance made their attitudes towards, and responses to, issues and problems readily predictable. Furthermore, perpetuation of organisation culture was facilitated by organisational continuity.

Every organisation develops its own culture which makes it possible to distinguish one organisation from another<sup>15</sup>. However, in the case of the Rhondda Education Authorities, interlocking membership and

the common bond of community consciousness made them almost indistinguishable.

### The Concept of Power Resources

The concept of power resources derives from resource dependency theory, and, in its application to decentralised agencies of government, is of relatively recent origin<sup>16</sup>. Rhodes<sup>17</sup> lists three resources, apart from Finance, which decentralised agencies of government possess which can be deployed to resist external pressures or demands from the central government thus enabling decentralised agencies of government to promote and defend their own policies and aims thereby thwarting central government's purposes. They have the power resources of political legitimacy, local knowledge and information and constitutional legal powers.

Political legitimacy in this context, according to Rhodes<sup>17</sup>, is derived from the periodic election of members but as will be shown additional forms of legitimacy exist, for example public meetings and the representations of powerful and widely supported interest groups, which can justify a local authority's attitudes and policies.

The power resource of knowledge and information stems from the personal knowledge of elected representatives who are acquainted with the views of their constituents and with local conditions and circumstances; and who, individually or collectively, have access to other sources of information which impinge upon a local issue or problem. These power resources, with their concomitant of knowledge and information control, can be a very appealing tactic in conflict situations and knowledge and information can either be withheld or misrepresented to protect or promote a particular aim<sup>19</sup>.

Constitutional legal powers are granted by statute, or are derived from other sources<sup>20</sup>, which enable local authorities to claim a right to decide for themselves how those powers shall be exercised and how their responsibilities shall be discharged<sup>21</sup>.

The possession of these power resources has implications for central-local relations which can be viewed as a continuous struggle for power and control between partisans each having the power to resist and thwart the others's demands<sup>22</sup>.

Central-local relations are traditionally examined in the context of the relations between central and local government. Such relations are equally relevant in the context of the relations which result between County Councils and District Councils<sup>23</sup> when the latter are exercising devolved powers under approved schemes as was the case in Rhondda in 1913, 1920 and 1946. The same characteristics of central-local relations emerge and the same issues and problems arise justifying the application of the concept of power resources.

Many decentralised agencies of government are not in a central-local relationship with each other and have a separate and independent legal, institutional and administrative existence. However, it is suggested that each possesses these same power resources of political legitimacy (where elected), knowledge and information and constitutional-legal powers which are deployed to their own advantage when the need for collaboration between them sometimes arises. This will be shown to be the case between the Glamorgan County Council and the Ystradyfodwg School Board during the period 1878 to 1903.

#### The Local Education Authorities

The origins of local education authorities are to be found in the Elementary Education Act, 1870. Under the Act, in rural areas, parish vestries were obliged to carry out educational surveys of their respective districts in order to determine the adequacy of school accommodation provided by voluntary effort<sup>24</sup>. Where deficiencies existed a period of grace was allowed to enable voluntary bodies to make good such deficiencies otherwise locally elected school boards could be established to provide public elementary schools<sup>25</sup> in order to fill the gaps left by voluntary enterprise<sup>26</sup>.

The school boards survived until 1903 when they were abolished by the Education Act, 1902 (S.1) and, in their place, education responsibilities were entrusted to County and County borough councils inaugurated by the Local Government Act, 1888 (S.1 and 31) although an educational role was also reserved, on a population criterion, for some urban district councils which had been established by the Local Government Act, 1894 (S.21).

The Education Act, 1944 subsequently overhauled and reconstructed the educational system and the services of County and County borough councils were retained for local administrative purposes except that, again, an educational role was reserved for certain municipal borough or urban district councils which, on a revised population criterion, could achieve designation as education divisional executives in county areas. Some divisional executives emerged in the special form of excepted districts to which a greater degree of local autonomy was granted<sup>27</sup>.

The local administrative structure established by the Education Act, 1944 remained until the later general reform of local government in 1974 when both county borough and education divisional executives, including excepted districts, were abolished, and County Councils survived as the sole local education authorities<sup>28</sup>.

For well over a century of education administration in Britain, therefore, between the late 1800's and 1974, the local units below county level which were involved, directly or, in the case of parishes indirectly, in the administration of the education service were the parish vestries, school boards, borough or district councils and education divisional executives some of which were excepted districts.

The Rhondda authorities involved in the local administration of education throughout this same period were: the Ystradyfodwg Parish Vestry (1870 - 1878), the Ystradyfodwg School Board (1878 - 1903), the Rhondda U.D.C. (1903 - 1946) and the Rhondda U.D.C. (1946 - 1974)

as an excepted district. The response of these authorities to their responsibilities and their administrative and policy making relations with kindred authorities at national and county level is the subject of the following detailed examination in chronological order.

## CHAPTER 1

## CHAPTER 1

### EDUCATION ADMINISTRATION AND POLICY MAKING IN THE RHONDDA 1840 - 1878

#### General Background and The Role of the Ystradyfodwg Parish Vestry

Because of later developments it is important to appreciate certain aspects of the early nineteenth century history of the Rhondda. Firstly, the area now known as the Rhondda was under the parochial jurisdiction of three separate parish vestries: Ystradyfodwg, Llanwonno and Llantrisant, but the greater part of the Rhondda lay in the Parish of Ystradyfodwg<sup>1</sup>. Secondly, until the middle of the century the Ystradyfodwg Parish remained a secluded, pastoral valley untouched by the industrialisation which had taken place in the lower Rhondda area in the Parish of Llantrisant. At that time the latent mineral wealth of the Ystradyfodwg Parish had not been discovered<sup>2</sup>. Thirdly, the population was 748 in 1841 and had only increased to 951 ten years later<sup>3</sup>.

The Ystradyfodwg Parish Vestry did not become formally involved in educational affairs until the Elementary Education Act, 1870. Although the Parish Vestry was not designated as an education authority under that Act it nevertheless had an important role to play in the preliminary activities which were statutorily required before the election of local school boards authorised by the Act. Under the Act's provisions the Parish was designated as a School District<sup>4</sup>, a duty was imposed on the Parish Vestry to carry out an educational survey of the District and to submit returns showing the state of education in the Parish<sup>5</sup>; in the event of a shortage of school places provided by voluntary effort public elementary schools had to be established<sup>6</sup> under the aegis of locally elected school boards whose inauguration rested on the initiative of the Parish Vestry<sup>7</sup> or the central government<sup>8</sup>.

The Ystradyfodwg Parish Vestry thus had to fulfil two duties under

the Act: to undertake the local educational survey and, in the event of a shortage of school places, to make application to the national Government for the election of a school board.

In many instances in Wales the shortfall in school places was self-evident with the result that the formalities of the educational survey were dispensed with and parish vestries voluntarily applied for the election of school boards to avoid any delay in establishing public elementary schools. Up to 21 June, 1871 Orders for the election of school boards were issued to 104 Parish Vestries including ten in Glamorganshire<sup>9</sup>. As previously noted parts of the Rhondda were, at that time, in the Parishes of Llanwonno and Llantrisant and it is significant that both these Parish Vestries were among those in Glamorganshire for which early Orders for the election of school boards had been issued<sup>10</sup>. For the greater part of the Rhondda area, which lay in the Parish of Ystradyfodwg, no application was made until seven years later, in 1878, following stubborn resistance and independence by the local vestry.

The Ystradyfodwg Vestry's attitude was in marked contrast with that of the two other local vestries whose voluntary application for school boards showed a strong desire to avoid the inevitable delays which would result from formal educational inquiry and the submission of returns. It is also significant that, despite powers reserved for such a purpose<sup>11</sup> the Government, through its Education Department, was either unable to, or was hesitant over, using these powers to itself impose the election of a local school board<sup>12</sup>. A possible reason which would account for the long delay in establishing a school board could be that local voluntary effort offered sufficient school places but the evidence shows the contrary.

The 1847 Report of the Commissioners of Inquiry into the State of Education in Wales was very critical of the general state of Welsh education and, in relation to the Parish of Ystradyfodwg, the criticisms were well founded. Although in the Parish more school places, as a percentage of school population, were provided (49.1%)



than at either the County (34.3%) or the Wales (34.5%) level, 50.9% of the school population were still deprived of a place. Paradoxically, however, the school places actually taken up in the Parish were significantly fewer (51.7% as against 74% and 71.7%) and the deficiency in numbers attending was significantly greater. (23.7% as against 8.9% and 9.7%) (Table 1). The Parish of Ystrad-yfodwg, in fact, was the best example of the educational deficiencies which the Commissioners of Inquiry considered were characteristic of Glamorganshire as a whole<sup>13</sup>.

Very little educational development occurred in the Parish, thereafter, until the 1860's. Whereas other areas in Wales benefited from the Works and Colliery Schools, which were located in areas of heavy industry and coalmining,<sup>14</sup> the Parish lacked these facilities since industrialisation had penetrated the lower Rhondda only and outside the Parish<sup>15</sup>. Additionally, the impact of the two major voluntary Societies Schools, British and National Schools, had not yet materialised in the Parish where they did not emerge until 1860<sup>16</sup>. Up to that time the effort to provide British Schools in South Wales had been paralysed by the advocates of voluntaryism<sup>17</sup>. The Society's agent, William Roberts, had encountered this same problem on a visit to the Parish of Ystrad-yfodwg on the 4th of February, 1857, and he expressed bitter disappointment at the discouragement he received<sup>18</sup>.

From 1860 the two major voluntary societies at last began to make some impact in the Parish and, with the onset of industrialisation, a number of colliery schools were also established. (Table 2). Occasional reference is also made to other rudimentary schools such as that established in the rear of a public house at Treorchy under the headship of the famous Baptist, John Gabriel Jones<sup>19</sup>.

As a result of these developments there were ten schools in the Parish by 1870. (Table 2). The Returns of the Parish, required by the Education Act 1870, confirm these developments although it is not possible to conclude whether or not sufficient school places were available to satisfy potential demand since the Returns relate

to the general rather than the school population. (Table 3(a)). However, using the criterion of general population, a comparison between the Parish, the County and the Principality confirms the Parish as the least well served in terms of the ratio of schools to population. (Table 4). A comparison of the position of the Parish in 1847 with that in 1870 also shows that, after almost a quarter of a century, educational provision had improved only marginally in relation to the increase in population. (Table 5). Apart from the schools so far established the main source of education remained that offered by Sunday Schools and especially those of the non-conformist chapels whose numbers, by 1870, had risen to sixty two<sup>20</sup>.

This brief historical account of educational developments in the Parish post 1840 shows what little progress had taken place and the early election of a school board to improve the situation was clearly desirable. Yet, as previously observed, the Ystradyfodwg Parish Vestry, unlike other Vestries in Glamorganshire, including its neighbouring Vestries, did not voluntarily apply for the election of a local school board.

In Wales generally the continuing shortage of school places prompted other parish vestries to apply for the inauguration of school boards and, by 1872, Orders had been issued authorising school boards for an additional thirty eight parishes including seven in Glamorganshire<sup>21</sup>. The Ystradyfodwg Parish Vestry, however, still preferred to encourage local voluntary effort to remedy the deficiencies and, by 1873 accommodation had been provided for 2,805 children<sup>22</sup>. By 1876 it was officially recognised that rural parishes in Glamorganshire, including Ystradyfodwg, had made considerable progress but a shortage of places still persisted<sup>23</sup>.

It was at this stage that the Government began to take a strong line with the Ystradyfodwg Parish Vestry and, eventually, in January 1878, the Privy Council's Committee on Education directed that a ratepayer's meeting be convened to decide on the inauguration of a school board

rather than await the initiative of the Parish Vestry. E.H. Davies, a member of the Parish Vestry, was also invited by the Committee of the Privy Council to conduct an educational survey of the Parish being one of the few members of the vestry who was a staunch advocate of school boards. While going about his task, however, he found a prevailing very strong feeling in favour of voluntary effort<sup>24</sup>.

The Parish Vestry, after eight years of procrastination, finally established a Committee of Inquiry into the state of education in the Parish (Table 6). The results of the survey confirmed that voluntary effort had failed to make adequate school provision in that the Parish was short of 2392 school places<sup>25</sup>. Despite having resisted the election of a school board the vestry capitulated and resolved to make formal application but its stubbornness persisted to the very end for the decision was reached by the narrowest of margins - a majority of one!<sup>26</sup>

The Ystradfydwg School Board was duly elected and constituted on 26 October, 1878 and, in November, conducted a very detailed survey of the educational needs of the Parish. The evidence showed how ill served the Parish was at that time with a considerable deficiency in the number of school places required. (Table 7). Yet public support for the inauguration of a state educational system via the school board was markedly restrained. In contrast with the election of school boards elsewhere, which were characterised by great enthusiasm and excitement, the mood in the Parish of Ystradfydwg was, initially, one of considerable indifference<sup>27</sup>.

### The Parish Vestry and General Issues

The Parish Vestry's opposition to the election of a local school board was predictable for it had previously strongly resented, what in its view was, outside interference in parish affairs. Examples are poor relief, sanitation and the control of infectious diseases.

The centralisation of its poor relief functions by its enforced membership of the Methyr Poor Law Union<sup>28</sup> under the Poor Law Amendment Act, 1834, aroused strong feelings of frustration: The vestry's threat to secede from the Union<sup>29</sup> led to capitulation by the Government which conceded the vestry's case for a new and more locally convenient Union at Pontypridd despite the protests of the Merthry Board of Guardians<sup>30</sup>.

The onset of industrialisation in the Parish in the 1860's produced sanitation problems which caused the Government to accuse the Vestry of neglect. The Vestry's determination to find local solutions was overcome by general reorganisation under the Public Health Act, 1875 and the vestry, not without resistance, found its functions taken over by the Ystradfydwg Urban Sanitary Authority<sup>31</sup> which was the predecessor of the Rhondda U.D.C.<sup>32</sup>

A local outbreak of smallpox, in February 1872, prompted the Government to demand the urgent provision of an isolation hospital. The vestry repudiated the urgency of the matter and successfully delayed the erection of a hospital for fifteen years<sup>33</sup>.

### Reasons For Attitudes

A combination of a strong sense of community consciousness and a distinctive organisation culture explains the attitude of the Parish Vestry.

Until the middle of the century the Parish was a secluded, pastoral valley surrounded by mountains and almost inaccessible<sup>34.1</sup>. Its

physical and geographical characteristics produced an isolated society in which people no doubt expected to spend the rest of their lives with the result that, typical of such societies, a strong community consciousness emerged<sup>35</sup>. This was reinforced by their shared experiences through self-reliance. Up until 1870 there was no record of any local magistrate residing in the area since they all preferred to live outside the Parish and commute whenever necessary<sup>36</sup>. Likewise, the majority of the early commercial and industrial pioneers showed little interest in Parish affairs and remained remote in distant and more congenial environments<sup>37</sup>. An analysis of the social structure of the population also records that absentee landlords were the norm and no lords or gentry were resident there<sup>38</sup>. The overall result was the absence of people whom one could normally anticipate would offer some form of leadership in the community<sup>39</sup> and the inhabitants were left to fend for themselves through meetings of the Parish Vestry.

In terms of organisation culture - norms, values and beliefs - the Parish Vestry were clearly opposed to the interventionist tendencies of government, were committed non-conformists and may possibly have been voluntaryists.

The evidence shows that, along with parish vestries generally, there was strong resistance against interventionist government<sup>40</sup>. More particularly in the education field, there was also strong reaction against the Education Act, 1870's prescribed aid for denominational schools. The influence of the Established Church in the Parish in the early part of the century had been significant but dissent was spreading rapidly. By the middle of the century non-conformist beliefs became increasingly important and dissenting chapels were places of intellectual as well as of spiritual activity. Thereafter non-conformity predominated<sup>41</sup> and was reflected in vestry membership<sup>42</sup> (Table 6). The Vestry's non-conformist ethos not only encouraged opposition to denominational aid and, therefore, to the 1870 Act, but also set the pattern for general attitudes and conduct which had earlier been manifested as part of Welsh agitation

against the introduction of a state education system<sup>43</sup>. It is also evident that the Parish Vestry had expressed a very strong desire to rely on local voluntary educational effort and there was distrust of, and resistance to, any outside interference<sup>44</sup>. Indeed, whereas in Wales school board elections had encouraged a new vitality in Welsh public life<sup>45</sup>, the mood in the Parish of Ystradfyfodwg was, initially, one of great indifference<sup>46</sup>.

A further possible reason for the Vestry's attitude could be the voluntaryist position in education politics. Voluntaryists were totally opposed to state involvement in education, refused state aid and showed antipathy towards British Schools which were receiving such support<sup>47</sup>. Up to the middle of the nineteenth century the advocates of voluntaryism had thwarted attempts to provide British Schools in South Wales<sup>48</sup>. Although the British Society's agent had encountered this same problem on a visit to the Parish of Ystradfyfodwg in February 1857<sup>49</sup> the voluntaryist position in the Parish could not have been a strong one. The Vestry's preference for voluntary effort was tantamount to recognition and support for British Schools for, of the ten voluntary schools in the Parish, seven were of a denominational character, including five British Schools, and, of the ten, eight were receiving Parliamentary grant<sup>50</sup>. Voluntaryism, as a reason for vestry attitudes, can therefore be discounted thus confirming that they had begun to lose their momentum by 1853<sup>51</sup> and only small pockets of strong feelings remained<sup>52</sup>.

It would seem that several factors in combination namely, anti-interventionist attitudes towards the Government, non-conformity and reliance on self-help, encouraged the Parish Vestry to look askance at outside interference until local initiative failed. Then, and only then, was outside help, advice and change reluctantly tolerated. This was especially the case in education where state schools were at first bitterly resented<sup>53</sup>.

### Use and Deployment of Power Resources

Decentralised agencies of government possess various power resources which can be deployed to either resist external pressures or demands or to promote and defend their own policies and aims. They have, for example, the power resources of political legitimacy, local personal knowledge and information and constitutional-legal powers<sup>54</sup>. The Ystradyfodwg Parish Vestry demonstrated the use and deployment of these resources in a number of ways.

Although direct evidence of the deployment of the power resource of political legitimacy via mandate is difficult to produce because of the loss of the Vestry Minutes, indirect evidence is available. The prevalent strong local feeling in favour of voluntary effort, and encountered by the Vestry member E.H. Davies when undertaking his educational survey, was probably deployed as a power resource of political legitimacy to justify the Vestry's resistance to public elementary schools. Political legitimacy was also possibly subsequently confirmed by general public indifference towards school board elections and the public's initial reaction against their inauguration which was in marked contrast to the public's response in other parts of Wales<sup>55</sup>.

The Vestry successfully deployed the power resource of local knowledge and information to resist the election of a school board. Its knowledge of local non-conformist views and its awareness of the prevalent strong feeling in favour of voluntary effort encouraged its opposition. It is clear from the evidence that, despite voluntary effort, public elementary schools were urgently needed to fill the gaps in provision. Yet the delay invoked by the Vestry, by postponing a detailed survey of its area, had the effect of suppressing the information the Government needed to cause the election of a school board much earlier than the eventual date in 1878.

The Parish Vestry's constitutional-legal powers in education were

derived from the Education Act, 1870, but were deployed to its own advantage. The Vestry long delayed its power to conduct the educational survey of its district thereby prompting the Education Committee of the Privy Council to invite one of the Vestry's own members to undertake the survey. Furthermore the survey could voluntarily be dispensed with where the shortfall in school places was self-evident. Whereas other parish vestries in Wales used this latter power to speed up the inauguration of public elementary schools, the Ystradfyfodwg Parish Vestry stubbornly - but legally - refused to do so until it finally capitulated in 1878.

The power resources of political legitimacy, local knowledge and information and constitutional-legal powers were successfully deployed by the Parish Vestry to resist and delay the election of a local school board. As subsequent evidence will show these resources were also deployed to advantage by the Ystradfyfodwg School Board and the Rhondda Urban District Council.

The Vestry's influence in education survived the advent of the local School Board for a nucleus of the Vestry's most active members secured election to the Board. Over the first decade the School Board comprised at least half of the Vestry membership (Table 12) and this factor proved to be a major reason for the adoption and perpetuation by the Board of the same attitudes of stubborn determination and independence which had been characteristic of the Parish Vestry.



## CHAPTER 2

## CHAPTER 2

### EDUCATION ADMINISTRATION AND POLICY

#### MAKING IN THE RHONDDA 1878 - 1903

##### General Background and The Role of The Ystradyfodwg School Board

The capitulation of the Ystradyfodwg Parish Vestry led to the election of the Ystradyfodwg School Board in October, 1878 and the Board held its inaugural meeting on 14 November<sup>1</sup>.

Because of later developments it is important that one appreciates certain aspects of the Board's responsibilities under the Education Act, 1870 and also that one gains an early insight into the general late nineteenth and early twentieth century history of the Rhondda.

In the former case the Board's statutory responsibilities under the Act (S.3) were prima facie, limited to elementary education only, but nowhere in the Act was "elementary education" defined. The lack of definition encouraged the Board to extend its role to make provision for higher grade elementary schools which, being post elementary, in character, led to competition and rivalry between these and the secondary schools provided by the Glamorgan County Council under the Welsh Intermediate Education Act 1889. The result was a competitive rather than a collaborative secondary education system.

In a sense the Ystradyfodwg School Board was also confronted by the rival institutions offered by voluntary agencies. The Education Act, 1870 did not terminate voluntary effort and Board schools did not supercede voluntary schools. The role of the School Board was to 'fill the gaps' left by voluntary enterprise with the result that, post 1878, a dual system existed. On the one hand were the Board schools - undenominational and supported by Government grant, rates and fees; on the other hand were voluntary denominational schools not

in receipt of rate subsidy and dependent upon Government grant, fees, subscriptions and endowments.<sup>2</sup>

The Education Act, 1870 did not make school attendance compulsory but left the issue for local School Board decision. In this sense the size of the demand for elementary schooling and, therefore, the scale of School Board activity, depended on local Board policy. In this respect the Ystradyfodwg School Board took early decisions to compel school attendance<sup>3</sup> and its bye-laws for this purpose were nationally approved in 1881<sup>4</sup>.

This particular decision presented the Board with an unenviable task because of the following developments in the history of the Rhondda. In the first place, while in 1861 the hamlet of Rhigos was excluded from the Parish of Ystradyfodwg<sup>5</sup>, a further boundary change in 1894 extended the Parish to include those parts of the Rhondda which were in the Parishes of Llanwonno and Llantrisant<sup>6</sup>. From this date the new larger area of the Parish of Ystradyfodwg was conterminous with what eventually was known as the Rhondda and the Ystradyfodwg School Board assumed control over the public elementary schools in these added areas from 1895<sup>7</sup>. In the second place, the Parish experienced a considerable increase in its population which rose from 23,951 in 1870 to 113,735 by 1901<sup>8</sup>. By 1894 the Rhondda population constituted one fifth of the entire population of the County of Glamorgan and, at that time, only one other urban district in the whole of England and Wales was larger - Willesden<sup>9</sup>. The Rhondda had been thus transformed from a secluded parish into a vast urban community<sup>10</sup>, due to a single commodity, coal<sup>11</sup>, and presented the local School Board with the formidable task of serving its greatly expanded educational needs.

The scale of voluntary effort to provide schooling, despite valiant efforts, had been minimal only (Table 2) and the size of the task facing the School Board in 1878 following an educational survey, was a very challenging one in that a total of two and a half thousand elementary school places was needed. (Table 7).

In its early years the Ystradfyfodwg School Board concentrated on elementary schooling and, by 1883, the considerable improvement in attendance figures reflected the extent to which the community, through the determined efforts of the Board, had come to rely on public rather than voluntary effort. (Table 8). By December, 1900 there was an overall surplus of accommodation in relation to the number of registered pupils although, in two districts (1 and 6), a deficiency still persisted. (Table 9). A measure of the Board's achievement is demonstrated by the comparison of the position in 1878 with that of 1900 from which it is evident that the original deficiency in school places had been converted into a healthy surplus. (Table 10).

The quarter of a century post 1878 was not only characterised by the release of energies which ultimately enabled the School Board to fill the gaps in elementary schooling but was especially significant in terms of developments in post elementary education. The post elementary experimentation undertaken by the Board preceded the growth of secondary education in the County of Glamorgan, and throughout Wales, where little effort was made until the rise of county intermediate schools under the Welsh Intermediate Education Act, 1889<sup>12</sup>.

It was in the post elementary education field that the Ystradfyfodwg School Board's attitude of stubborn determination and independence was most manifest although its attitude was also much in evidence in its strong opposition to subsequent proposals for the reorganisation of the administrative arrangements for education which culminated in the Education Act, 1902. It is these areas, therefore, which comprise the following detailed reviews, viz experiments in post elementary education, secondary education in Rhondda and local education authorities and the abolition of school boards.

#### Experiments in Post elementary Education

The Elementary Education Act, 1870 did not specifically empower

school boards to cater for the post elementary and, therefore, the secondary education needs of their school populations. However, the absence of statutory guidelines as to the limits of elementary education encouraged the more progressive school boards to invade the secondary education field. Whereas school boards generally demonstrated a keen interest in education there was a great lack of experience in secondary education and, in this respect, Wales offered something like a clean slate<sup>13</sup>. The initiative taken by the Ystradyfodwg School Board and its preparedness to innovate was, therefore, an important contribution to the development of secondary education especially when there was a delay of seven years before the impact of the Welsh Intermediate Education Act, 1889 was felt in the Rhondda Valley - The Glamorganshire Intermediate Schools Scheme was not finally approved until 1896<sup>14</sup>.

The initiative taken by the Board was all the more important considering that

the door to a university was not closed to a boy of talent but it was not open very far and the growth of higher grade (post elementary) schools provided a way to secondary and sometimes to higher education for pupils who otherwise would be deprived of it<sup>15</sup>.

Although other school boards in Wales experimented with higher grade schools, for example Cardiff, Merthyr Tydfil<sup>16</sup>, it was the Ystradyfodwg School Board which led the way<sup>17</sup>.

The inadequacy of secondary education in Wales had been confirmed by the Aberdare Report<sup>18</sup> of 1881. Schools at that time in Wales and Monmouthshire were a mixture of endowed grammar, proprietary and private. There existed 27 endowed grammar schools for boys comprising 13 in North Wales, 11 in South Wales and 3 in Monmouthshire which, together, catered for 1540 pupils of whom 1200 were natives of Wales<sup>19</sup>.

There were very few proprietary schools in Wales and those that existed were concentrated in Glamorganshire at Cardiff, Merthyr and

Neath<sup>20</sup>. A large proportion of the children in Wales who received a form of secondary education attended private schools which numbered 152 and provided 4,158 places. 93 of these schools were located in South Wales and were mainly supported by the middle classes - tradesmen, farmers and business people<sup>21</sup>. Considering that the number of boys, alone, for whom secondary education needed to be provided was 15,700 and yet only 3,000 places were available, there was an urgent need for considerable improvement<sup>22</sup>.

The Aberdare Committee received various suggestions aimed at meeting the deficiency and agreed that proposed county intermediate (secondary) schools could be supplemented by advanced higher grade post elementary schools. Opinion was not, however, unanimous, and fears were expressed that the higher grade schools would compete with and pose a threat to intermediate schools especially if they were in close proximity<sup>23</sup>. The Committee nevertheless recommended the inauguration of higher grade schools<sup>24</sup>.

The Aberdare Committee's recommendations were taken up by the Government which, in Education Circular 213 of 10 August, 1882, exhorted the merits of higher grade (post elementary) schools, and actively encouraged their establishment by school boards<sup>25</sup>. At this time there was no provision at all for secondary education in the Parish of Ystradyfodwg and the nearest school offering a secondary-type education was at Pontypridd, some miles outside the Parish<sup>26</sup>. Although concentrating on filling the gaps in elementary schools the Ystradyfodwg School Board speedily responded to national encouragement and unanimously resolved that

higher grade schools be established and  
developed as a matter of urgency and that a  
deputation visits such schools in Bradford  
and Sheffield<sup>27</sup>.

The unanimity displayed by the Board was in marked contrast to the considerable confusion and divided opinion which emerged on this same issue in other parts of Wales<sup>28</sup>.

The establishment of higher grade schools had already begun in a few places in England and, hence, the decision of the Board to despatch a deputation to visit such schools at Bradford and Sheffield.

Impressed by the potential of the schools, the Board decided to produce comparable facilities and agreed that its first higher grade school should be located at Ystrad<sup>29</sup>. National approval was obtained<sup>30</sup> and the necessary extensions to the Ystrad School went ahead<sup>31</sup>. By November 1883 the school's first headmaster had been appointed<sup>32</sup> and ambitious plans were laid for the official opening ceremony to which prominent national and provincial educationists and public figures were invited<sup>33</sup>. The school was officially opened on 14 January 1884<sup>34</sup>.

Thus it was that within fifteen months of its original decision the initiative taken by the Board resulted in the opening not only of the first higher grade school in the Parish of Ystradyfodwg but also the very first in the whole of Wales<sup>35</sup> and, probably, one of the earliest in the whole of Britain<sup>36</sup>. The Ystradyfodwg School Board had taken its first important step towards providing secondary type education in its district.

Other steps were subsequently taken by the Board to extend and consolidate the growth of secondary education type facilities in its higher grade schools by encouraging and supporting the development of science classes<sup>37</sup> and by condoning the inclusion of foreign languages in the curriculum<sup>38</sup>. These developments undoubtedly made it possible for higher grade pupils, who so desired, to win scholarships at, and to transfer to, the long established independent secondary grammar schools at Oswestry and Llandovery<sup>39</sup>. Additional higher grade schools were also established at Ferndale in 1892<sup>40</sup> and at Treherbert, Tonypany and Porth by 1900<sup>41</sup>.

Throughout Wales as a whole, by 1900, ninety four secondary schools had been inaugurated and included thirty higher grade schools<sup>42</sup>. The contribution of the Ystradyfodwg School Board was thus significant in providing one sixth of the total number of higher grade schools in

Wales and it was regarded as one of the leading school boards in Britain<sup>43</sup>. Furthermore, the Board's first higher grade school at Ystrad was recognised by the national school's inspectorate as a model higher grade school<sup>44</sup>.

The post elementary experimentation undertaken by the Ystradyfodwg School Board was not limited to the development of higher grade schools. Other successful developments included pupil teacher centres as a rudimentary form of teacher training establishments which offered facilities for pupils to become apprenticed teachers<sup>45</sup>. The Ystradyfodwg Board adopted a draft scheme for such centres in 1885<sup>46</sup> and, within a month, four centres had been established<sup>47</sup>. Criticism of the viability of four separate centres in a relatively small area led to the centralisation of pupil teacher instruction at Porth in 1893<sup>48</sup> but the popularity of, and the demand for places at, the new centre resulted in over crowding on its opening day<sup>49</sup>. The continuing strong local support for the centre and the resulting pressure on accommodation forced a return to separate units early in 1899<sup>50</sup>.

Apprenticed teachers at the pupil teacher centres progressed to training college or university by taking the National Queen's Scholarship Examinations. Whilst the pass rates of the centres in Ystradyfodwg were poor in the early years gradual improvement followed by 1896<sup>51</sup>. Best results were achieved in 1900 when all forty eight candidates were successful although many found that entry to training college or university was not easy to secure because of a shortage of places<sup>52</sup>.

The Board also experimented with post elementary day continuation and evening classes which commenced at the Ystrad School in 1889<sup>53</sup>. By October, 1893 a further nine evening schools had been established and the total number had increased to twenty six by 1901 with 1,386 registered pupils.<sup>54</sup>

The experimentation of the Ystradyfodwg School Board at the post



elementary level had to overcome two major obstacles to progress. One of the stumbling blocks to the development of higher grade schools was the 'payment by results' system which had been nationally introduced in 1862. Under the system parliamentary grant aid was primarily dependent on the number of pupils successful at examinations in reading, writing and arithmetic. The attraction of grant necessarily restricted curriculum development which was biased towards the grant examinations<sup>55</sup>. The Ystradfyfodwg School Board had recognised the inhibitive nature of the 'payment by results' system in 1889 and was not prepared to tolerate any obstacle to its plans for extending its higher grade schools' curriculum with its orientation towards secondary rather than elementary education. The Board thus embarked on a campaign for the abolition of the system and successfully petitioned other school boards to rally to its cause<sup>56</sup>. It was not until 1897, however, that the system was abolished<sup>57</sup>.

The experimentation of the Board in the secondary education sphere was also subsequently threatened by unexpected doubts, nationally, about the legality of school boards' expenditure on higher grade schools and other secondary type activities. The Cockerton judgment of 1900 seemed, initially, to confirm such doubts when the District Auditor, Cockerton, declared such activities illegal and his view was confirmed on appeal<sup>58</sup>. The decision of the Ystradfyfodwg School Board to challenge the views of the District Auditor is examined in detail in the later review of secondary education in Rhondda and the Board overcame this further obstacle by winning national approval for the conversion of its higher grade schools into the less emotive and, *prima facie*, legally tolerable status of higher elementary schools<sup>59</sup>.

The slow progress towards a system of secondary education in Wales was the result of the long delayed response by the Government to the Report of the Aberdare Committee on Intermediate and Higher Education in Wales, 1881. Its recommendations for the Principality in relation to county intermediate (secondary) schools were eventually embodied in the Welsh Intermediate Education Act, 1889 which was of

no immediate benefit for the Parish of Ystradyfodwg in that the responsible education authority, Glamorgan County Council, failed to secure approval of its secondary education/intermediate schools scheme until 1896<sup>60</sup>. The Ystradyfodwg School Board, however, stepped into the Secondary education void and, in so doing, manifested its attitude of stubborn determination and independence in two ways: firstly by overcoming the obstacles of 'payment by results' and the legal challenge to its activities; and, secondly, it showed its unwillingness to be dependent on others and was prepared to lead and innovate.

The stand taken by the Board, and the initiatives it fostered in post-elementary experimentation, laid the foundations for further successful developments promoted by its successor authority - the Rhondda U.D.C.

#### Secondary Education in Rhondda

The Government's response to the 1881 Aberdare Report was delayed for eight years until the passing of the Welsh Intermediate Education Act, 1889. It was inevitable, therefore, that, in the interim period, the more progressive school boards in Wales, led by the Ystradyfodwg School Board, should vigorously take up and implement the Aberdare Committee's recommendations on the inauguration and development of higher grade (secondary) schools. School boards in Wales accordingly benefited from their experience of secondary type education before the new intermediate (secondary) schools were established by county and county borough councils which were the designated local education authorities for this purpose<sup>61</sup>.

In regard to public secondary education in Wales, post 1889, an administrative dichotomy thus emerged. On the one hand were the school boards, established by the Elementary Education Act, 1870, the more progressive of which inaugurated higher grade schools; on the other were the county and county borough councils providing intermediate secondary schools under the Welsh Intermediate Education Act, 1889.

Their common interest in secondary type education warranted systematic and co-ordinated organisation so as to produce an organic relation between the different authorities and schools which would enable each to operate with due regard to what was being done by the other. In this way the risk of overlap and the duplication of effort and resources could be avoided. However, the problem of securing that each type of authority and school would function without unduly trespassing on the province of the other was inherently a difficult one.

Up to this time the concept of secondary education had often been vaguely conceived and it had by no means easy to formulate a coherent definition<sup>62</sup>. As a consequence it had also been difficult to classify secondary schools as regards their educational function and character and it had become convenient, despite dissatisfaction with the terminology, to utilise the classifications devised by the Taunton Commission<sup>63</sup>. On this basis secondary schools were ranked from the highest to the lowest as being either "first", "second" or "third" grade schools. School board higher grade schools were basically comparable with schools of the "third" grade but the highest departments of some were ranked as "second" grade schools<sup>64</sup>.

It was this ranking of the better higher grade schools that led the Aberdare Committee to feel apprehensive about the potential rivalry which might be precipitated between these and the proposed intermediate schools<sup>65</sup>. Unfortunately the Welsh Intermediate Education Act, 1889, failed to distinguish between the respective limits of intermediate and higher grade education and even acknowledged a secondary education role for school boards (S.17). As a result, bearing in mind the antecedent experience of the more progressive school boards who had been accustomed to developing their own secondary education facilities, they could well be less disposed to surrender or compromise their position vis-a-vis the new intermediate schools.

The Ystradyfodwg School Board's experience of secondary education

originated with the inauguration of its first higher grade school at Ystrad in January 1884<sup>66</sup> and was extended by the opening of its second higher grade school at Ferndale in 1892<sup>67</sup>. The establishment of pupil-teacher centres in 1885 and 1893<sup>68</sup> and the growth of evening classes from 1889<sup>69</sup> helped consolidate this experience. In contrast, the Glamorgan C.C.'s development of secondary education through county intermediate schools suffered a long delay in that the County Council's Scheme was the last of the Welsh County Schemes to be approved, in 1896<sup>70</sup>. By the time the County Authority had established an intermediate school in the Rhondda area, also in 1896, the Ystradyfodwg School Board had already accumulated twelve years experience of secondary-type education and had successfully inaugurated two higher-grade schools and two pupil teacher centres.

Notwithstanding the misgivings of the Aberdare Committee over the potential competitiveness of board higher grade and county intermediate schools, the mood of the Ystradyfodwg School Board was initially collaborative and the evidence indicates that the Board was not antagonistic to intermediate schools per se. Despite early bitterness over the fact that not a single member of the School Board was invited to join the County Joint Committee which was to be responsible for drafting the intermediate schools scheme<sup>71</sup>, the Board's support for intermediate schools was manifested in a number of ways.

In the first place the Board petitioned the Glamorgan C.C. on two counts: on the one hand it claimed that the area both deserved, and was entitled to, at least one County intermediate school; on the other it sought to win the County Council's support for the recognition of its Higher Grade School at Ystrad as an intermediate school<sup>72</sup>. Secondly, the County Council's intention to allocate an intermediate school to the Board's area, at Porth, received the support of the Board. The Board acknowledged the generosity of David Davies of Llandinam, millionaire and industrialist, who offered scholarships at the proposed school for the children of miners employed at the Ocean Colliery<sup>73</sup> and also suggested that

the expenses of the school could partly be met by a miners' poundage levy<sup>74</sup>. The Board also subsequently accepted the offer of two seats on the school's governing body<sup>75</sup>.

Thirdly, the building earmarked by the County Council as the location for the proposed intermediate school, at Porth, was being used by the Board as a pupil-teacher centre and the Board agreed to vacate the premises and sought alternative accommodation elsewhere<sup>76</sup>.

On this evidence, therefore, the Ystradyfodwg School Board supported the new intermediate schools system but there remained the important question of the number of schools to be provided by the County Council and whether such provision satisfied the educational needs of the Rhondda area. It was on this particular issue that the Board's stubborn determination and independence once more emerged and the outcome was a bitter dispute with the Glamorgan County Council. The dispute arose over the failure of the County Authority to provide adequately for the area's needs and its refusal to recognise the Board's claim that the Ystrad Higher Grade School deserved conversion into intermediate status. The ultimate solution adopted by the School Board was to develop unilaterally, and improve, its own secondary education facilities with the result that there was no co-ordinated provision between the two authorities and overlap, competition and rivalry ensued between the two types of school.

The School Board believed that the Rhondda area deserved more than one intermediate school and that the Higher Grade School at Ystrad should be an additional and automatic choice. The Board's case for the former was justified, in its view, by its substantial school population relative to that of the County as a whole<sup>77</sup>. Its claim for recognition of the Ystrad School was based on the school's early experience in offering a secondary type education being the first higher grade school in the Principality and one of the very first in Britain. The Board was naturally very proud of the school's record and progress. The definition of intermediate education under the Welsh Intermediate Education Act, 1889 (S.17)

more or less described the type of education which was being offered at the better class of higher grade school and thus added weight to the Board's claim, viz emphasis on secondary type education and with a bias towards mathematics, languages and science. From its inauguration the Ystrad Higher Grade School was to develop along these lines<sup>78</sup> and the Government's Education Department had, on this basis, given notice that it would recognise the school as an advanced school<sup>79</sup>. The school had immense potential and it seemed fitting to the Board that its acceptance as an intermediate school was well deserved. Accordingly the Board embarked on a vigorous campaign to press its claims within one month of the passing of the 1889 Act and two months before it legally took effect<sup>80</sup>. A petition was organised and public support was canvassed in a series of meetings<sup>81</sup>. As a precautionary measure, in order not to prejudice its own prospects for further developing secondary education, the School Board had already postponed extensions at Ystrad and also deferred a decision on establishing a second higher grade school until it was in a better position to gauge the likely impact in the area of the intermediate schools<sup>82</sup> system.

The latent fears of the Board, which had given rise to its protests over the lack of school board representation on County Joint Committees, were well founded when the Glamorgan County Committee announced its policy regarding the criterion for intermediate school status. The new schools would be the existing endowed grammar schools<sup>83</sup>. Such a policy would be of no benefit at all to the Rhondda area as no endowed grammar schools existed there<sup>84</sup>. In fact parents who wished a secondary grammar school education for their children were obliged to seek a place at the nearest endowed school, at Cowbridge, which necessitated boarding arrangements<sup>85</sup> due to the distance involved, approximately sixteen miles.

The frustration of the School Board was only marginally alleviated when, by 1891, the County Committee had revised its policy and new proposals included the allocation of a single County intermediate

school for the whole of the local parish area and, then, not at Ystrad, but at Porth<sup>86</sup>. The Board thus felt that a serious educational disadvantage had been perpetrated in that the County Committee had ignored the Board's claim that the Ystrad Higher Grade School deserved intermediate school status and had denied the area the number of intermediate schools it fairly deserved. In the latter case the evidence was irrefutable. By 1893 the local population had increased to 102,578 and the County's as a whole, to 462,443. Thus one quarter of the County population resided in the Ystradyfodwg Parish but whereas a total of thirteen intermediate schools were planned for the County, producing a ratio of 1 : 35,572 in population terms, the comparable figure for the local parish was 1 : 88,351. Furthermore the number of intermediate school places intended to be provided by the County totalled 1,820 i.e. 1 : 254 of population but the parish allocation was 209, i.e. 1 : 490 of population<sup>87</sup>.

The gross inadequacy of the County provision was inevitably a bitter disappointment for the School Board and the issue became a constant item on its agenda<sup>88</sup>. The Board and the local community were faced with the invidious prospect of a single intermediate school whose catchment area subsequently proved to be eight times the average for other intermediate schools throughout the whole of Wales<sup>89</sup>.

Being wholly dissatisfied with the County's proposals the Board's stubborn independence was manifested in its decision not to surrender or compromise the position of its higher grade schools vis-a-vis county intermediate schools<sup>90</sup>. Although as a matter of form the Board despatched a strongly worded protest to the Charity Commissioners<sup>91</sup>, whose jurisdiction over Welsh Intermediate Schools was authorised by the relevant statute<sup>92</sup>, the Board concentrated on improving and extending the range and quality of the secondary education being offered in its higher grade schools. Nationally, the Board also pressed the Education Department to recognise and give greater

support for such schools<sup>93</sup>.

The Board's confidence in the role and the quality of secondary-type education in its higher grade schools was boosted by satisfactory reports received from H.M. Inspectors which referred to the very good work which was undertaken there<sup>94</sup>. Furthermore, the success of established science classes at Ferndale<sup>95</sup> and the school's general academic achievements convinced the Board that further developments were justified and it decided to establish organised science schools at both its higher grade schools<sup>96</sup>.

Both Higher Grade Schools were now flourishing<sup>97</sup> and the Board agreed to extend secondary type education by establishing Higher Grade centres at Treherbert, Tonypany and Porth<sup>98</sup>. Arrangements for decentralising the pupil-teachers centre at Porth also had important implications for the Higher Grade Schools and centres to which pupil-teachers were transferred<sup>99</sup>. The Porth pupil-teachers centre had already successfully prepared pupils for the Queen's Scholarship Examinations for entry to training college<sup>100</sup> and for the matriculation examinations of the University of Wales<sup>101</sup>.

Candidates aspiring to reach these same goals through the medium of the Higher Grade Schools and centres would thus potentially add a further dimension to the schools' secondary education characteristics. Predictably, therefore, and as feared by the Aberdare Committee, the Board's Higher Grade Schools and centres subsequently developed curricula which rivalled that of the County intermediate school. For all practical purposes both types of school, though of different origins and purpose, were performing the same educational function and any valid distinction between them was very difficult to detect as it had been for some time<sup>102</sup>.

The role of the Ystradyfodwg School Board in the secondary education field, however, was threatened by nationally emerging doubts about the legality of School Board post primary experimentation in Higher Grade Schools and centres. School Boards had already been frequently advised that they ought not to incur rate borne expenditure



on developing higher grade schools. The illegality of such expenditure was successfully tested by the District Auditor in *Rex v Cockerton ex-parte Hamilton and Others*, 1900<sup>104</sup>, and it thus seemed that, after a quarter of a century of developing secondary type education facilities in higher grade schools, the post elementary activities of school boards would abruptly terminate.

However, aware of the imminent challenge by the District Auditor to the post elementary activities of school boards, the Board of Education<sup>105</sup> had already advised on a possible solution. School Boards were invited to apply for the conversion of their higher grade schools to the new status of higher elementary. Where such applications were approved it might be possible for post elementary activities to continue. The Ystradfyfodwg School Board lost no time in submitting its application<sup>106</sup> which, at first, was bluntly refused and the ambivalence of the Board of Education was compounded by its definition of the educational characteristics of higher elementary schools. The schools were intended to develop a practical rather than an academic bias and, in particular, the adoption of the past secondary type education practices of the higher grade schools for over-age elementary pupils would not be tolerated<sup>107</sup>.

Clearly these restrictions would be to the benefit of county intermediate schools whose interest were being protected in order to avoid repetition of previous overlap and overt rivalry between these schools and the better class of higher grade schools. Unfortunately this would be a disservice to the Rhondda area as only one intermediate school existed. This situation, and given the limited role intended for the emerging higher elementary schools, had serious implications in the Rhondda. Having taken stock of its position the Ystradfyfodwg School Board resolved to strike at what it considered to be the root cause of its dilemma. Its stubborn determination and independence provoked a strong challenge to the ruling of the District Auditor and the Court of Appeal that the secondary education activities of itself and other school boards should be prohibited.

Consequently, a petition was presented to Parliament accusing the District Auditor of seriously and wrongly interfering with, if not absolutely preventing, the good work and achievements of the higher grade schools and day continuation classes and evening schools. The Board forcibly argued that higher grade schools were a natural development of the elementary school system and were the result of national advice and encouragement. Furthermore the Government had ostensibly condoned the existence of such schools by introducing a motion in the House of Commons, on 6 April, 1900, for placing the schools on a legal basis. In regard to evening continuation schools and classes the Board insisted that they were an essential part of the national system and represented continuity between day and evening education. For this reason school boards were the best agency for post-elementary education facilities and they were fully capable of developing further education beyond the normal daytime provision. The Board, therefore, pressed Parliament to condone its post-elementary activities and urged that education law should be suitably amended to enable them to do so<sup>108</sup>.

Other school boards, encouraged by their National Association, took up the issue by also petitioning Parliament<sup>108.1</sup> and their combined pressure forced a change of law but only as a temporary indemnity<sup>109</sup>.

In view of the Government's reluctance to support the claims of school boards generally and the fact that the petition of the Ystradfyodwg School Board was unsuccessful the Board sought the alternative solution of converting to the higher elementary school system. Despite the resistance of the Board of Education the Ystradfyodwg Board provoked an official inquiry by H.M. School Inspectors, Edwards and Skirrow, into its application for recognition of its higher grade schools as higher elementary schools<sup>110</sup>. The Board also petitioned Parliament for power to continue to provide science schools and classes and evening continuation schools<sup>111</sup>.

The Board of Education still remained unmoved on the issue of recognition of the Rhondda's higher grade schools as higher elementary

and procrastinated by stating the matter was under consideration<sup>112</sup>, and, in response to further pressure from the School Board, it defended its position by insisting that the Education Act, 1901 allowed it little discretion. It argued that it had no authority to decide either the extent to which or the terms on which higher elementary schools could legally be provided or maintained by School Boards and neither could it sanction the use of educational funds for this purpose. The Board of Education also advised that receipt of Parliamentary grant did not imply legal condonation of either the existence of or the use of funds for such schools<sup>113</sup>. Notwithstanding this view the Ystradyfodwg School Board refused to accept that its position was legally circumscribed and continued to press the matter strongly. Success was achieved when, within a month, the Board of Education capitulated and granted the higher grade schools their new status<sup>114</sup>. The local School Board thus overcame national resistance and also, as a result, defeated reported attempts by the Glamorgan County Council to thwart its intentions<sup>115</sup>.

Having achieved its initial objective of securing the future of its former higher grade schools, the Ystradyfodwg School Board pursued its ultimate objective which was to continue to expand and develop secondary education facilities in its area. Ignoring the limited role nationally intended for higher elementary schools, the Board encouraged the attendance of over-age pupils, condoned their candidature for external secondary education based examinations<sup>116</sup> and introduced entrance examinations for potential pupils<sup>117</sup>. As the higher elementary schools, illegally, developed secondary school characteristics so they inevitably followed the precedent set by the former higher grade schools and began to develop courses which rivalled those of the County Council's intermediate school which should have been the only source of secondary education in the area.

The Ystradyfodwg School Board's stubborn determination and independence to maintain and extend secondary education facilities throughout its district, through its own resources, was justified by the evidence which showed how inadequate was the provision made by the

Glamorgan County Council in comparison with the rest of the County and with Wales as a whole<sup>118</sup>. In the event the independence of the Board was also justified by the fact that, of the schemes for intermediate (secondary) education in Wales, the Glamorgan County Council Scheme was recognised as being among the poorest and worst systems<sup>119</sup>.

A sense of discrimination by the Glamorgan County Council against the Rhondda area emerged which prompted the new Rhondda Education Committee, post 1902, to continue to build on the foundations for secondary education laid by the Ystradyfodwg School Board<sup>120</sup>.

#### Local Education Authorities and The Abolition of School Boards

The Ystradyfodwg School Board was established in 1878 and over the next fourteen years was so preoccupied with the problems of elementary, and subsequently secondary, education that only rarely did the Board consider its long term prospects as an education authority<sup>121</sup>. By 1893 reorganisation was actively being contemplated at the national level which prompted a conference of school boards at Manchester on 21 March 1893 and at which the Ystradyfodwg School Board was represented<sup>122</sup>. Shortly thereafter, in view of fears that the abolition of school boards was imminent, the Ystradyfodwg Board gave public notice of its views on reorganisation by passing the following resolution:

Elementary, secondary and technical education should be managed by a single authority, aided by the rates, and with responsibility for the education service only; such bodies already exist in the form of school boards which should be entrusted with the general management of education ... An Association of School Boards should be established as a matter of urgency for which purpose a committee of school boards should be appointed which should include a

representative of this Board being one  
of the largest school boards in Wales<sup>123</sup>.

By June 1893 the National Association of School Boards had been  
formed<sup>124</sup> and the Ystradyfodwg School Board became a member on  
24 July<sup>125</sup>.

In 1894 the administrative muddle which had developed in the  
education service, with different authorities for different purposes,  
was reviewed by the Bryce Royal Commission on Secondary Education  
which reported in 1895<sup>126</sup>. The witnesses who gave evidence to the  
Commission were unanimous on one point only: the need for local  
administration through a system of local authorities<sup>122</sup>. The unanimity,  
however, dissolved on the issue of how such authorities should be  
constituted<sup>128</sup>. The Commission itself was mainly concerned with a  
systematic reorganisation of secondary education which would encourage  
coherence and an organic relation between the different authorities  
and the various types of schools. The Commission was thus very  
critical of the lack of co-operation between the different authorities  
whose vested interests could hinder reform. The implication was  
clear: there was an urgent need for unified administration at both  
national and local levels<sup>129</sup>. The Commission consequently recommended  
that, at the local level, the local authorities for secondary  
education should be based on the areas of county and county borough  
councils<sup>130</sup>. In regard to elementary education, however, there was  
some disagreement. Some members of the Commission felt that the  
local authorities recommended for secondary education should have  
total responsibility for all aspects of education whereas others  
favoured the retention of the school boards<sup>131</sup>.

The response of the Government to the Bryce Report's recommendations  
was encapsulated in the Gorst<sup>132</sup> Education Bill of 1896 which  
resolved the Commission's disagreement on the local administration  
issue by proposing to abolish school boards and designating county  
and county borough councils as the sole education authorities<sup>133</sup>.

This proposal had not escaped the notice of the Ystradyfodwg School Board and, in May, 1896, the Board petitioned Parliament, through W. Abraham, M.P., strongly objecting to the change. The Board complained that the Bill was bad in principle on two main grounds. Firstly, it would lead to the immediate deterioration of elementary education by the undoubted feeling of school boards that they had been singled out for criticism and their position and status was publicly weakened and downgraded. Secondly, the intention to absorb the education service into the multifarious activities of county and county borough councils would be a disservice to education. Additionally the petition to Parliament deplored the proposal to give rate aid to voluntary denominational schools which in its view, would perpetuate the clerical monopoly and county and municipal elections would be battlefields of sectarian controversy<sup>134</sup>.

Within a month of its petition to Parliament the Ystradyfodwg School Board calculatedly presented a further petition proposing an amendment to the Gorst Education Bill which, if school boards were abolished, would at least retain control over education at the local rather than at the county level. The amendment advocated that large urban districts should be empowered to elect their own education authority; at this time (1896), the population of the Rhondda was rapidly approaching 100,000<sup>135</sup>.

In pursuit of its aim of local control over education the Board also publicly criticised its likely successor, the Glamorgan County Council, for spending far less on education in the district than did the Board and, again, voiced its allegations of unfair discrimination by the County Authority by comparing the facilities it was providing in the Rhondda with those which it was providing throughout the County as a whole<sup>136</sup>.

In the meantime the Gorst Education Bill had encountered such fierce national opposition from Liberals and Non-conformists that the Government temporarily abandoned its proposals for unifying the local administration of education although unification was achieved

at the national level through the creation of the new Board of Education<sup>137</sup>.

The Government's support for the designation of county and county borough councils as the local education authorities stemmed from the fact that school boards were never intended to be a permanent feature of education administration. Yet the Government was ignoring the view of a large number of people, representing a variety of interests, who felt that the role of county councils would not be in the best interests of educational progress<sup>138</sup>. This was certainly the view of the Ystradfydwg School Board which again, in 1899, petitioned Parliament strongly opposing this possibility<sup>139</sup>.

Two years later the Board was still stubbornly seeking to preserve its future as an education authority when it presented a further petition to Parliament arguing the case for a comprehensive policy which would indemnify school boards and guarantee their existence for at least twelve months. The Board also used the Cockerton judgment of 1900 to its own advantage by threatening to dismiss teachers employed in post elementary schools. If the secondary education activities of school boards were now illegal then so was the employment of teachers in the Board's higher grade schools. To avoid their enforced dismissal the Government ought to guarantee the indemnification of school boards and, thereafter, continue their existence by amending the law<sup>140</sup>.

The Board's use of the Parliamentary petition now increased in intensity and, in the next twelve months, three more were presented. The first, in July, 1901, sought to persuade Parliament that school boards should be allowed to establish and maintain science and art schools independently of any other local authority<sup>141</sup>. The Board also circulated all Members of Parliament enlisting their support for empowering urban district councils with a population of 100,000, as in the Rhondda area, to decide locally on whether or not school boards should remain in office<sup>142</sup>. In an additional shrewd move the Board also resolved to persuade the Rhondda U.D.C. to apply for a

charter of incorporation which, if successful, would place the U.D.C., as a borough, in the category of bodies recommended by the Bryce Report of 1895 as deserving education powers<sup>143</sup>.

The second petition, in May, 1902, strongly opposed those clauses of the 1902 Education Bill which designated county and county borough councils as the local education authorities. The Board was sceptical of the choice of multi-purpose authorities for education functions, being convinced by its own experience that the single purpose, specialist education authority was the better alternative<sup>144</sup>. The final petition in June, 1902, nevertheless ignored the merits of specialist education authorities when the Board returned to its previously stated fall-back position of supporting the local council as an authority deserving an education role<sup>145</sup>. In this respect the evidence clearly indicates that the Board and the Rhondda U.D.C. were in fact collaborating in a last ditch effort to prevent the local control of education passing over to the Glamorgan County Council.<sup>145.1</sup>

Despite ten years of determined effort, including nine Parliamentary petitions, the Ystradyfodwg School Board, along with other school boards, was finally abolished by the Education Act, 1902, (S.1). Yet the demise of the Board did not lead to a total loss of local control of education for, in order to placate the more progressive school boards, the 1902 Act reserved an educational role for urban district councils which could satisfy the qualifying population criterion prescribed by the Act and the Rhondda U.D.C. was automatically eligible. The record of the Council is later examined in detail but, for the moment, it is relevant to state that the appointed day for the transfer of education functions from the Ystradyfodwg School Board to the Rhondda U.D.C. was 30 September 1903. Presumably as a gesture of defiance the Board convened an extraordinary meeting on the very last day of its legal existence although no formal business was transacted as the Board was in a reminiscing mood and reviewed its record and achievements<sup>146</sup>. However, the appointed day was postponed until 30 November and taking advantage of the temporary reprieve,



the Board held a further meeting on 5 November, 1903 when all outstanding matters were cleared<sup>147</sup>.

### Reasons For Attitudes

This examination of administration and policy making by the School Board from 1878 to 1903, offers evidence of the Board's stubborn determination and independence whether in relation to post elementary experimentation, the development of secondary education or its efforts to survive as an education authority. It is difficult conclusively to account for the Board's attitude although possible reasons can be suggested arising out of community consciousness and organisation culture.

The Rhondda community, in this period, had undergone a dramatic transformation. Industrial penetration and improved communications had largely opened up the valley which no longer was pastoral and secluded. It had grown into a vast urban community based on coal mining<sup>148</sup>. Its community consciousness was not, therefore, as firmly entrenched in a past isolated society but developed from the impact of other factors. Still territorially definitive, despite extension to its boundaries<sup>149</sup>, the special closeness or bond uniting the people was the result of its changed environment, life style and shared experiences. Dominated by the coal industry the valley became a closely knit and homogeneous working class community<sup>150</sup> whose experiences brought the people together in their common resilience against the hardships associated with mining<sup>151</sup>. They also shared the trauma and aftermath of pit disasters<sup>152</sup> and recurring industrial strife<sup>153</sup>.

These experiences produced a strong community consciousness manifested behaviourally by an attitude of stubborn determination and independence to overcome the consequences of hardship, trauma and strife. This community consciousness was transmitted to, and was absorbed by, the School Board whose members include miners (Table 1) and, for a quarter of a century, the Board determinedly pursued policies which

it felt were in the area's best interests.

In terms of organisation culture, and continuing the foundations laid by the Parish Vestry, the Board's attitude probably also sprung from the motivating power of non-conformity and to which much educational activity has been attributed<sup>154</sup>. This view is also supported by Morgan who states that:

The pattern of representation brought about by the Reform and Re-distribution Acts 1884-5 produced a picture of Liberal domination shaped by non-conformity which was also reflected at the local levels including the composition of school boards<sup>155</sup>.

Certainly no one doubted that the Rhondda area was a safe Liberal stronghold because of its non-conformist and radical spirit<sup>156</sup>. The same forces were also evident among the members of the first School Board elected in 1878 which included William Abraham, William Jenkins, Rev. Dr. William Morris, E.H. Davies, Rev. W. Jones and Rowland Rowlands.

William Abraham, miners' agent, better and more popularly known by his bardic title 'Mabon', and already a champion of the miners, came to the Rhondda in 1877 as agent of the Cambrian Miners Association<sup>157</sup>. He was a characteristic product of industrial non-conformity, a deacon of Capel Nazareth (Methodist), Pentre, a staunch Liberal and non-conformist<sup>158</sup>. He was subsequently elected to Parliament as Rhondda's first Liberal M.P. in 1885 and, although he was a Labour candidate in 1906, his Liberalism remained firm and he stubbornly refused to include references to Labour in his election addresses<sup>159</sup>.

William Jenkins, mining engineer and colliery manager, played a prominent part in the growth of the Ocean Colliery in Rhondda, was a Liberal and non-conformist<sup>160</sup> and actively contributed to the religious and social life of Treorchy and Pentre<sup>161</sup>. His involvement in education pre-dated the School Board in that he was instrumental

in founding the Cwmparc Collery School<sup>162</sup>.

The Rev. Dr. William Morris was a non-conformist (Baptist) Minister who was very prominent in the life of the Rhondda and, from 1869 - 1878, was manager and correspondent secretary of the British School at Treorchy<sup>163</sup>. He was also a founder member of the Ystradyfodwg Liberal Association<sup>164</sup>.

E.H. Davies, auctioneer, founded Sunday schools at Treorchy, Ton and Cwmparc, was Treasurer of the Welsh Congregational Forward Movement and was a devoted Liberal and non-conformist<sup>165</sup>.

The Rev. W. Jones, Minister of Jerusalem (C.M.) Chapel, Pentre was a great evangelist and church builder whose local ministry lasted for forty years. He too was a Liberal and non-conformist<sup>166</sup>.

Rowland Rowlands was a member of the Rowlands family from Penygraig who were largely responsible for establishing the Calvinistic Methodist cause at Pisgah Chapel. They were Liberals and non-conformists<sup>167</sup>.

Of the eleven members of the first School Board six at least, therefore, were Liberals and non-conformists. The non-conformist element was thereafter carried forward to successive School Boards through the permanent membership of William Jenkins and the Rev. Dr. William Morris supported by Rev. W. Jones (twelve years) and E.H. Davies (three years). (Table 13). This non-conformist element was reinforced by others:

e.g. M.R. Rowlands (C.M.) 1881 - 1887  
Rev. B. Davies (Cong.) 1884 - 1887  
Rev. J.S. Edwards (Indep.) 1887 - 1893  
Rev. W. Charles (Cong.) 1896 - 1903  
Rev. T. Williams (Cong.) 1893 - 1903

(Table 13)

The non-conformist ministers in fact collectively constituted one of the larger occupational groups continuously represented on the School

Board (Table 11). This was a consequence of the growth of the non-conformist cause in the Rhondda. In the Parish of Ystradyfodwg in 1870 sixty two non-conformist chapels existed<sup>168</sup> and, by 1905, they had, in the Rhondda area as a whole, increased to one hundred and fifty one<sup>169</sup>.

An occupational analysis of the Board's membership (Table 13) also reveals, from 1887 onwards, the growing number of professional people and tradesmen, including grocers, who were elected to the Board. Their presence boosted the non-conformist element since such persons were, in Wales, recognised to be, largely, non-conformists<sup>170</sup>, and the Board's composition overall substantiates the view that the creation of a civic body to run elementary education was an undoubted attraction for them<sup>171</sup>.

The composition of the School Board thus reflected the fact that Rhondda society in the second half of the nineteenth century was essentially non-conformist and dissent was pre-eminent in its social, cultural and even in its political life<sup>172</sup>. The general consequence in relation to education was vociferous opposition to any educational measure which included denominational elements and especially the extension of rate aid to denominational voluntary schools<sup>173</sup>. Hence, among other reasons, the stubborn resistance of the Ystradyfodwg School Board to the Education Act, 1902, which inter alia, abolished school boards. Dissent, moreover, found expression in general attitudes which extolled the virtues of self-reliance and independence, resented state involvement and, accordingly explains the determination of the Board to both experiment with, and subsequently to consolidate, developments in secondary education despite state discouragement.

In terms of organisational culture another reason for the Board's attitude derives from a further analysis of its composition.

Firstly, a direct link can be established between the Board and the Ystradyfodwg Parish Vestry. It has already been noted that the

Vestry manifested the same attitude of stubborn determination and independence and the fact that the first and subsequent school boards comprised a nucleus of members drawn from the Vestry no doubt encouraged the Board to perpetuate an organisation culture already well established by the Vestry. Six members of the Vestry were elected to the School Board and, in the first decade, comprised at least fifty per cent of the Board's membership. (Tables 12 and 13). These strong membership linkages could well have been influential in determining the norms and values of the School Board which then were absorbed by new members through the process of socialisation<sup>174</sup>. Secondly, the culture links between the Vestry and the School Board were, thereafter, maintained and consolidated by the persistent continuity in Board membership over the twenty five years of its existence. (Table 14) Two members W. Jenkins and the Rev. Dr. William Morris, in fact served on the Board for the whole period and two others, W.W. Hood and W. Lewis, completed twenty four and twenty two years service respectively. (Table 13).

An additional factor of undoubted significance is the fact that, in terms of political leadership of the School Board, the post of Chairman and Vice-chairman were held by only seven persons over a period of a quarter of a century. (Table 15). For almost half of the Board's existence it was under the leadership of D. Evans and W. Jenkins as Vice-chairman and Chairman respectively. For the remainder of the School Board era the Board was mainly under the Chairmanship of the Rev. Dr. W. Morris. Including the Chairmanship of W.W. Hood (1890 - 1896) the Board's leadership was monopolised for twenty five years by three of its most permanent members - W. Jenkins, W. Morris and W.W. Hood - in their capacity of either Chairman or Vice-chairman. (Table 15).

Continuity in Board membership and, therefore, probably of Board norms, values and attitudes is also demonstrated by electoral support in that only in the elections of 1887 and 1893 did a change of membership approaching fifty per cent occur. (Table 14). Furthermore, in terms of maximum representation, one hundred and seventeen persons

could have been elected over the quarter century whereas the actual number was forty eight. (Tables 13 and 14).

Education inevitably tends to be conservative; it preserves and hands on the tradition and cultures of the past<sup>175</sup>. As far as the Ystradyfodwg School Board is concerned, this was also true of those responsible for its management, administration and policy making.

The implication of membership linkages between organisations, in terms of organisation culture, is also relevant for the later review of education administration in the Rhondda from 1903 to 1944. The successor authority to the Ystradyfodwg School Board was the Rhondda U.D.C. and this Authority had membership linkages not only with the School Board but also with the Parish Vestry. Inevitably, as a result, the same attitudes of stubborn determination and independence persisted.

#### Use and Deployment of power resources

The Ystradyfodwg School Board, like the Parish Vestry before it, deployed the power resources of political legitimacy, local knowledge and information and constitutional-legal powers in order to achieve its ends.

Although there is no direct evidence of an electoral mandate political legitimacy was nevertheless manifested in other ways. Public support for the development of the School Board's Higher Grade Schools was obtained by an appeal to parishioners<sup>176</sup> and the general public were also canvassed, in a series of meetings, to rally to the Board's claims for the recognition of the Ystrad School as a county intermediate school<sup>177</sup>. Public support for the Board's policies generally was also possibly reflected in the persistent electoral success of the majority of the members of the Board. (Table 14).

As the evidence has shown, local knowledge and information was deployed to justify the Board's claims to retain a secondary

education role on the basis both of its years of successful post-elementary experience from 1884 and the fact of local demand for such facilities. The conflict with the Glamorgan County Council over the allocation of only one county intermediate school for the Rhondda area was argued on local population statistics which more than favourably compared not only with the rest of the County area but also with other Welsh Counties. Of particular relevance was the Board's knowledge of the very strong non-conformist views of the community which not only encouraged opposition to any educational measure which purported to allow rate subsidy for denominational schools but also extolled the general virtues of self-reliance and independence.

In regard to constitutional-legal powers the Board claimed the right to develop post-elementary education because of the absence of a precise statutory definition of elementary education in the Education Act, 1870 and, therefore, challenged attempts to declare such activities illegal. Furthermore, the apparent finality of the Cockerton judgment, which legally constrained the secondary education role of school boards apart from temporary statutory indemnification, was circumvented by the Board's insistent use of the power to convert its Higher Grade schools to Higher Elementary status. This solution followed a successful challenge of the view held by the Board of Education that it was itself legally circumscribed in granting recognition of, and approval to applications for, such status. Finally, the School Board collaborated with the Rhondda U.D.C. in a shrewd legal move to petition for a charter of incorporation which, at that time, may have enabled the administration of education to remain at local rather than County level albeit through the District Council and not the School Board.

The power resources of political legitimacy, local knowledge and information and constitutional-legal powers was also deployed by the successor authority to the Ystradfyfodwg School Board, the Rhondda U.D.C., which was responsible for the local administration of education from 1903 to 1946.

## CHAPTER 3



## CHAPTER 3

### EDUCATION ADMINISTRATION AND POLICY

#### MAKING IN THE RHONDDA 1903 - 1946

##### General Background and The Role of the Rhondda U.D.C.

The Education Act, 1902 included measures which were, and continued to be, controversial and not least among these were the issues raised by the proposed state aid for voluntary denominational schools and the new administrative framework.

The policy of state aid for denominational schools arose out of sympathy for the burden and strain imposed on voluntary bodies which had to compete with school boards thereby exposing their greater vulnerability.<sup>1</sup> The policy provoked a Welsh furore caused by irritated non-conformist opinion<sup>2</sup> and the result was the Welsh Counties' Rate Revolt. However, historical accounts of the revolt have tended to focus on major authorities and have consequently overlooked the part played by some minor authorities<sup>3</sup> among which the Rhondda U.D.C. figured most prominently and is the subject of later examination.

The administrative structure established by the 1902 Act had been predicted by the Bryce Report of 1895<sup>4</sup>. Following the Education Act, 1870 there had been continuous political dispute over the size of units needed to supply and support efficient schooling and it was this consideration, among others, which, in the Government's view, justified abolition of the school boards and the transfer of their responsibilities to local authorities<sup>5</sup>. The new local education authorities were the county and county borough councils<sup>6</sup> although the county councils were not granted an education monopoly for municipal boroughs and urban districts could claim responsibility for elementary education if they met the imposed population criteria<sup>7</sup>. These Part III authorities were allowed such responsibilities and the attendant powers in order to placate the displaced school boards and to

encourage local interest and initiative<sup>8</sup>.

It is relevant to note that the 1902 Education Act also authorised Part III authorities to take a legitimate interest in secondary and higher education. The Act offered those authorities the power, concurrently with county councils, to spend such sums as they saw fit for the purpose of supplying, or aiding the supply of, education other than elementary<sup>9</sup>. Conversely, however, County Councils were prohibited from raising revenue for elementary education in those areas where Part III authorities had been established under the 1902 Act<sup>10</sup>. Both County and Part III authorities could also benefit from the Act's further provisions<sup>11</sup> which permitted the transfer of responsibilities, either way between the two, by means of devolution agreements on terms and conditions to be agreed between them.

This new administrative structure for the education service did not escape criticism. The co-existence of county and Part III authorities produced an administrative dichotomy which, in Evans' view, was born out of political expediency rather than sound logic<sup>12</sup> and, in deference to public opinion, Jarman argues that the unity of education administration was destroyed<sup>13</sup>. Furthermore, the strong feelings engendered by the Act's solution to the problems of local administration were never wholly placated<sup>14</sup> and, to add these problems, just as the Education Act, 1870 failed to define elementary education so also the 1902 Act lacked a definition of both "elementary" and "education other than elementary". Consequently it remained difficult for the Government to extricate itself from the educational muddle into which it had drifted<sup>15</sup>.

In Wales thirty local education authorities emerged as a consequence of the Act of 1902<sup>16</sup>. The Rhondda U.D.C.'s status as a Part III authority was justified by its population which, at the turn of the century, had reached 113,735<sup>17</sup>. Of these thirty authorities some took up their duties on 1 September and others, except the Rhondda U.D.C., on 1 October, 1903. Implementation of the Act by the Rhondda Council, apart from basic constitutional matters, was delayed until

30 November and this was due to the first act of stubborn determination and independence by the Council which symbolically refused to take up its duties for a month as a gesture of its opposition to the policy of state aid for voluntary denominational schools<sup>18</sup>. This issue subsequently became a local cause celebre in the form of the Rhondda Revolt.

The Council's second stubborn act of determination and independence followed just one month later when the composition of its Education Committee was decided. The Education Act, 1902 provided for the appointment of persons experienced in education and, in particular, encouraged the co-option of members of the former school boards<sup>19</sup>. However, membership of the first Rhondda Education Committee was, with one exception, restricted to Council members only and a motion to appoint six additional co-optees was defeated<sup>20</sup>. This decision, *prima facie*, was in marked contrast to the general policy adopted elsewhere in England and Wales<sup>21</sup>. For example, in 1928 - 29, of the thirty local education authorities in Wales all supported the principle of co-option except the Rhondda U.D.C. which remained defiant. (Table 17). The most supportive authority in this respect was the Montgomeryshire County Council with twenty co-optees<sup>22</sup>. Again, in 1932 - 33, all but one of the authorities in England and Wales continued to support co-option, the lone exception being the Rhondda U.D.C.<sup>23</sup>.

In some cases evidence is available that among the co-optees were former members of the school boards e.g. seven in Leicestershire<sup>24</sup>. The Rhondda U.D.C.'s attitude was justified, so it claimed, by the fact that some members of the Ystradyfodwg School Board either already were, or became, full members of the Council (Tables 19 - 21) and these membership linkages were an important influence on the Rhondda U.D.C.'s organisation culture. In regard to the appointment of other co-optees, however, the Council persistently maintained its policy of exclusion despite considerable pressure to concede<sup>25</sup>.

The one exception to the Council's policy of no co-option arose out

of the statutory requirement that membership of local education committees should include women as well as men<sup>26</sup>. This placed the Council in a dilemma since, from its inception in 1894<sup>27</sup>, no woman had ever been elected to the Council and this continued to be the case until 1920, when, after a quarter of a century the first woman was successful at the polls<sup>28</sup>.

Ironically the Rhondda Council's dilemma could only be resolved by co-option but use of its co-optative power served as a further manifestation of its stubbornness. The law was only minimally observed in that the Council persistently refused to co-opt more than one woman<sup>29</sup> although, exceptionally, three were co-opted in 1919<sup>30</sup>. Elsewhere in England and Wales authorities responded more positively. (Table 17). The Council elections in 1920 returned the first woman member of the Rhondda Council<sup>31</sup> and the Council's stubbornness resurfaced in its ability, now, to avoid co-option as a means of securing women representatives on its Education Committee. After the elections, and at its annual general meeting, the Council passed the following resolution:

There will be no future co-option of outside persons onto committees unless statutorily required ... and the Education Committee will consist of Council Members only and will comprise the full Council<sup>32</sup>.

Thereafter, and for twenty six years, the Education Committee comprised elected members only<sup>33</sup>.

Other early examples of the Council's stubborn determination and independence relate to its constitutional/legal powers. Its draft Scheme for the constitution of the Education Committee boldly claimed unauthorised powers of sub-delegation to sub-committees and brought the Council into conflict with the Board of Education which was forced to refuse sanction of the Scheme until the offending clause was deleted<sup>34</sup>. Although the Education Act, 1902 empowered Part III authorities to supply, or aid the supply of, education other than elementary education, the lack of definition of these terms

discouraged activity by most school boards because of the confusion which resulted<sup>35</sup>. The Rhondda U.D.C. however, persisted in the appointment of a Secondary Education Sub-Committee ab initio, a practice eventually ratified by specifically devolved powers for secondary education in 1913 which were won from a reluctant Glamorgan County Council<sup>36</sup>.

In terms of educational progress between 1903 and 1946 the Rhondda U.D.C. proved to be a markedly progressive authority which manifested very definite and worthy educational ideas and aspirations. Its record placed it in the van of educational achievement although its policies and stubborn determination and independence often presented a direct challenge to the policies of the Board of Education and tested the Board's role of superintending the education authorities in Britain which, according to Pyle, was intended to be a modest one<sup>37</sup>.

The progress achieved by the Rhondda Council by 1946 produced many landmarks in education which earned the Council a reputation both as a pioneer and as an enthusiastic promoter of educational facilities. In regard to nursery education the Council's policy was retrospectively recognised by the Ministry of Education<sup>38</sup> as the best example in Britain of a tradition which had been maintained and never reversed<sup>39</sup>. The Council was the first local education authority in Britain to introduce free municipal secondary education despite financial constraints and repeated attempts by the Government to impose tuition fees<sup>40</sup>. The inauguration of a junior technical school, the first of its kind in Wales, received provincial praise<sup>41</sup>. The Council's promotion of the Welsh language in its schools was acclaimed by the Ministry of Education which regarded the Council as one of the most promising education authorities in Wales despite adverse economic circumstances<sup>42</sup>. The Council's record for the school meals service impressively contrasted with other authorities two thirds of whom were making no provision at all by 1913<sup>43</sup>. Undoubtedly the Council's major achievement during the period 1903 to 1946 was its successful claim for devolved powers for secondary and higher education which occurred in 1913 and was renewed in 1921.

The Council's impressive record offers considerable scope for further detailed examination, since its achievements, in many cases, were the result of its stubborn determination and independence which brought it into conflict with either the Board of Education or the Glamorgan County Council and, sometimes, both. The examples selected for examination, however, are limited to: the Rhondda Revolt, free secondary education, the curriculum of the Tonypandy Higher Elementary School and devolved powers for secondary and higher education.

### The Rhondda Revolt

The first occasion on which the Rhondda U.D.C. became involved in educational matters was in May, 1902 following the presentation to Parliament, on 24 March, of the controversial Balfour Education Bill<sup>44</sup>.

One of the areas of controversy aroused by the Bill was the proposal to abolish the distinction between state and voluntary schools in that all schools were to be a charge on local rates despite vacillation and confusion within the Government<sup>45</sup>. The proposed public maintenance of Church schools led to considerable opposition and, at the local level, The Rhondda U.D.C. supported petitions against the Bill unless the offending clause was removed<sup>46</sup>. Not surprisingly the Rhondda Free Church Council had taken a special interest in the matter and appealed to the Council to refuse to administer the Bill should it become law. The appeal was deferred for a special meeting of the full Council<sup>47</sup> which was held later that month when the following resolution was passed:

While abstaining from offering opinions on the Bill's general provisions the Council emphatically protests against the measure becoming law before hearing the views of electors. The indications are that the provisions (rate aid for denominational schools) are directly antagonistic to the wishes of the vast majority of people and

the Council expresses its inability to carry  
the Bill into effect in this district  
without the mandate of the (local) electorate<sup>48</sup>.

Copies of the resolution were despatched to the Prime Minister and the local M.P.<sup>49</sup> and Council officials were subsequently instructed not to implement the Act<sup>50</sup> thereby placing the Council in breach of statutory duty. Public support for the Council's action, though not formally expressed, was claimed to be unanimous<sup>51</sup>.

Thus did the Council, in forthright terms, proclaim its resistance to the Bill although it was not the only Welsh local authority to do so<sup>52</sup>. The Carmarthenshire County Council has been singled out as the most belligerent of the Welsh local authorities in this respect as its own stand precipitated an Inquiry which was regarded as the most significant event in the Welsh Revolt<sup>53</sup>. Yet the speed with which that Council acted in voicing its opposition was closely matched by the Rhondda U.D.C. Carmarthenshire's motion of opposition was passed on 1 October, 1902<sup>54</sup> and the Rhondda's on 24 October<sup>55</sup>. Both, however, had acted well before the issue, in January, 1903, of Lloyd George's manifesto which marked the genesis of the general Welsh Revolt<sup>56</sup>.

The Education Bill, despite opposition, received the Royal Assent on the 18 December, 1902<sup>57</sup>. Now that the Bill had become law there was much work to be done if the transfer of responsibilities from the School Board to the Rhondda U.D.C. was to be accomplished with minimum disruption and delay. The major local question was whether or not the Rhondda U.D.C. would carry out its threat and refuse to administer the Act. Although the Council established a Provisional Committee to collect information as a basis for deciding its education policy<sup>58</sup> its opposition and hostility to the Act continued in a number of ways.

In the first place the Board of Education had told the Rhondda Council that, as the Act would legally come into force on 26 March 1903, the Board wished to be advised of the locally appointed day for what was intended to be an early, if not immediate, assumption of

responsibilities<sup>59</sup>. The Council, however, procrastinated by refusing to act immediately and insisted on a postponement until at least 30 September, 1903<sup>60</sup> and subsequently delayed assuming responsibilities until the 30 November<sup>61</sup>.

Notwithstanding its formal public position the Council had already embarked on an educational survey of its area. It is clearly evident that its opposition to the principle of rate aid for denominational schools was directed against the solitary denominational school, the Tonypandy Roman Catholic School. The School Manager's response to the Council's request for information disappointed the Council which indicated that, when its proposed Education Committee was formally appointed, the Managers would be pressed to provide a more detailed reply<sup>62</sup>. By the end of August, 1903 the Council's attitude had hardened considerably and it decided that it would not assume any responsibility for the school without an inspection and report by the Council's Surveyor and Medical Officer. The Council's attitude towards the school was in marked contrast with its attitude towards non-Roman Catholic schools which was more favourable<sup>63</sup>.

The Council, at this time, was also under pressure from local organisations not to levy a rate in aid of any school over which it did not have full control, namely denominational schools, and, on 6 November, the Council's Education Committee received a deputation of non-conformist which were advised that its views would be fully considered. The non-conformist pressure could well have influenced the Council for, by the close of the meeting, the Council had decided that the Tonypandy R.C. School could not be 'taken over'. The excuse of the Council was that the School could not be regarded as sufficiently efficient to justify Council involvement until satisfactory assurances were given that specific alterations would be made to improve the accommodation which was partly housed in the Church building<sup>64</sup>.

The School Managers complained to the Board of Education which asked the Council whether steps were being taken to maintain and



keep the school efficient as required by Section 7 of the 1902 Act. The Council's reply was non-committal and simply stated that the school was not in an efficient state and, therefore, the matter was still under consideration<sup>65</sup>. Further correspondence between the Board and the Council followed and the Council was criticised by the Board for its unco-operative attitude but nevertheless persisted in claiming that the school was not efficient and, therefore, the Council was not inclined to accept responsibility for its maintenance<sup>66</sup>.

The following month the School Managers took issue with the Council on a number of matters and bitterly complained that the Council had failed to provide fuel, books and apparatus for over three months and the cleaning of the school had also been neglected. The Managers asked when they could expect the Council to supply those items necessary for the School's upkeep and proper functioning. They also complained that the Council, so far, had not bothered to take up the two vacancies it was entitled to on the managing body<sup>67</sup>.

The Board of Education renewed its criticism of the Council in reminding the Council of its statutory duties under the 1902 Act and took the view that the Council, perhaps, was under a misapprehension in this respect. The Board stressed that education authorities had an absolute obligation under education law to maintain voluntary schools from the appointed day so long as the schools' managers complied with basic conditions. The Board warned that a grave situation would arise if the Council persisted in its attitude. The warning went unheeded, however, for the Council decided that the Board's views were not necessarily legally correct and simply requested its officers to draft a suitable letter of acknowledgment<sup>68</sup>.

Local Catholic ratepayers had, by now, become infuriated by the Council's stubbornness and strongly protested against the Council's lack of support for the Tonypany R.C. School<sup>69</sup>. The School's Correspondent Secretary attempted to exert pressure on the Council by convening a meeting of the Managers and demanding the attendance of the Council's representatives, but this demand was ignored<sup>70</sup>.

By May, 1904 the stubborn determination of the Council to discriminate against the school appeared to weaken and, on the surface, its revolt seems to have ended when, at its AGM, two representatives were nominated for the vacancies on the School's Managing Body<sup>71</sup>. However, subsequent evidence records the perpetuation of hostilities and the reluctance of the Council to discharge its statutory obligations. For example, the Headmistress complained about unpaid and long overdue arrears of salary<sup>72</sup>; the Council refused formally to endorse the appointment of a new School Correspondent Secretary<sup>73</sup>; the Council rebuked the Managers for unilaterally pledging credit and incurring expenditure<sup>74</sup>; the Council alleged that meetings of the Managers were improperly convened<sup>75</sup>; and when reports were received, in November, that the School's coal stocks, on which the school relied as the major source of heating, were exhausted, the Council merely "laid the report on the table"<sup>76</sup>.

Thereafter the hostility of the Council continued spasmodically over the next five years and yet, so strongly did the Council feel against the role of denominational schools that, when the Government proposed to offer such schools the power of contracting wholly out of the state system, the Council claimed that such a policy would be educationally reactionary and contrary to the principle of public control over education! In this respect the Council manifested extreme intransigence in its attitude and its opposition to the proposal was communicated to local M.P.s for petition to Parliament, and also to leading Cabinet Ministers<sup>77</sup>.

The Tonypandy R.C. School continued to be the butt of its opposition and the Council frustrated full implementation of planned extensions to the School by a vexatious appeal to the Board of Education<sup>78</sup>. The Council also continued to be indifferent towards urgent repair and maintenance work<sup>79</sup>. Matters finally came to a head at a joint meeting of the Board of Education and a Council deputation and threatened action for breach of statutory duty ended the Council's revolt<sup>80</sup>.

Although the general Welsh revolt was extinguished by the capitulation of the Montgomeryshire County Council in 1906<sup>81</sup> isolated pockets of resistance occasionally surfaced such as that in Swansea which was eventually resolved by litigation in 1911<sup>82</sup>. The Rhondda U.D.C., however, maintained its policy until 1912<sup>83</sup> and was almost certainly the last Welsh Council to surrender to the pressures for recognising and fully maintaining denominational schools. By its stubborn and determined stand the Rhondda Council provided a good example of the undoubted powerful influence of non-conformity in British local politics<sup>84</sup>.

The Council was also at this time involved in further political conflict over the issue of universal free secondary education.

#### Free Secondary Education

The evolution of a public system of free education was accomplished in two stages. Fees were abolished in elementary schools in 1918<sup>85</sup> but their abolition in secondary education was delayed for another quarter of a century. The fees which continued to be charged in secondary schools after 1918 were alleviated to some extent by the introduction of a scholarship system in 1907 for free places<sup>86</sup>. However, the adverse state of the national economy in the 1930's modified the free place system by requiring parents to pay fees on a sliding scale according to a means test. Eventually, the Education Act, 1944 prohibited all fees, whether for admission to, or for tuition in, secondary schools, and universal free secondary education was accomplished<sup>87</sup>.

The growth and development of secondary education in the Rhondda after 1902 confronted the Rhondda U.D.C. with two main issues. Firstly, the threatened transfer of its secondary schools to the Glamorgan County Council as the principal authority for secondary education<sup>88</sup> and, secondly, the pursuit of its strong commitment to the principle of free secondary education. In the former case inevitable dispute and conflict arose over the future management

and control of secondary education and, in the latter case, with the Board of Education over the Council's determination to end the fee paying system. Although the two issues overlapped the following examination deals exclusively with the latter.

The Rhondda Council was in the forefront of the movement to provide free secondary education for all despite financial constraints<sup>89</sup>. Ignoring the uncertainty of its powers to act as an authority for secondary education, because of the lack of precise statutory definition of secondary education and lack of clarity relating to its powers in relation to the County Council, the Council applied to the Board of Education for recognition of the Ferndale Higher Grade School as a full secondary school stipulating, however, that no tuition fees would be charged. This novel proposal aroused considerable concern and strong objections from the Board which insisted that fees of at least £3 per annum should be levied<sup>90</sup>. The Council immediately appealed against the decision on the ground that, due to economic conditions in an industrial area like the Rhondda, parents would find such fees punitive<sup>91</sup>. The appeal was successful when the Board of Education agreed to suspend tuition fees for one year only subject to further consideration of the status of the school, a full inspection and negotiations with the Glamorgan County Council over its future management and control<sup>92</sup>.

The Rhondda U.D.C. immediately submitted applications for the recognition of other secondary type schools in its area as full secondary schools and continued to refuse to impose tuition fees. The Board retaliated by reducing the grants payable to the Council but the financial sacrifice was more than compensated by the Board's recognition of the Ferndale Higher Grade School as a secondary school in May, 1906 and its capitulation on the fees issue.<sup>93</sup> The consequence was that the Ferndale Secondary School became the first free municipal secondary school in Britain<sup>94</sup>. The Council's policy of free secondary education was thus achieved much earlier than the eventual progress made by Oldham, Smethwick, Cardiff and Glamorgan which Simon quotes as early examples<sup>95</sup>.

The early recognition of the Ferndale School as a full secondary school in 1906 wasn't, however, matched by the same speed of progress in relation to other secondary type schools in the Rhondda area. It was not until 1914 that the Pentre Higher Elementary School achieved the same recognition and it was another eight years before full secondary status was granted to the Porth and Tonypany Higher Elementary Schools<sup>96</sup>. In respect of these schools the Board of Education, keenly aware of the Rhondda Council's stubborn determination to maintain its policy of free secondary education, continually reiterated its concern that the need for financial stringency should discourage the extension of the policy to the new secondary schools and persistently demanded that fees should be charged<sup>97</sup>. The Council stubbornly refused and, on more than one occasion, reiterated its policy of free secondary education<sup>98</sup>.

The determination of the Council to pursue its policy was despite continuing objections at national level and notwithstanding the economic situation which led the Board of Education not only to press for economies in educational expenditure but also to demand that substantially increased fees should be charged<sup>99</sup>. At the County level the Rhondda Council thwarted attempts by the Glamorgan County Council to secure concerted action by the County and Part III Authorities by refusing to attend conferences on a uniform fee levy<sup>100</sup>.

Nationally, economic difficulties caused the appointment in 1922 of the Geddes Committee on National Expenditure and the "Geddes Axe" fell particularly heavily on the social services and especially education<sup>101</sup>. The Rhondda Council strongly protested against the Geddes Axe<sup>102</sup>, re-confirmed its policy of free secondary education<sup>103</sup> and despatched strongly worded complaints to the Cabinet, local M.P.s and all education authorities<sup>104</sup>. In this last respect the Council accused the Board of Education of failing to implement the Education Act, 1921 which aimed at encouraging educational advancement irrespective of ability to pay fees<sup>105</sup>. Thereafter the Council rigidly adhered to its policy and ignored both the fees requirements of the new Regulations for Secondary Schools<sup>106</sup> and the renewed threats by the

Board of Education to reduce the level of grant to which the Council was normally entitled<sup>107</sup>. Moreover, the Council both rejected the Board's insistence that waiver of fees should apply only to 'free place' holders who won scholarships under the Board's Regulations and also turned a blind eye to repeated warnings concerning its over-generous policy<sup>108</sup>.

The Council's pursuit of a policy of free secondary education subsequently incurred grant losses which it found intolerable<sup>109</sup>. A reduction of grant losses was, therefore, sought<sup>110</sup>, but, at first, the Board was unsympathetic<sup>111</sup>. The Council nevertheless maintained its pressure and demanded national support for its local policy in view of the economic circumstances of the district<sup>112</sup>. The Board subsequently relented and reduced the grant loss<sup>113</sup> but, still not satisfied, the Council canvassed further reductions and even advised the Board that it might be simpler if tuition fees were abolished altogether<sup>114</sup>. The Board of Education finally conceded the Council's case and announced that all secondary schools in the valley could operate without payment of fees or loss of grant<sup>115</sup>.

Having fully achieved its policy objective after a protracted struggle lasting twenty years the Council once more found its ideal of free secondary education subjected to challenge in the early 1930's. Because of the general economic situation the Board announced that local education authorities were expected to materially increase their local contribution to the cost of secondary education by charging tuition fees thereby reducing the number of free places. The Council's protestations were even more vigorously argued than previously and it declared that, in order to minimise the impact of a fee levy in its district, its own means test would be formulated and applied<sup>116</sup>. The Board issued a general response and criticised recalcitrant authorities for intending blatantly to disregard parents' ability to pay on the ground that the resulting subsidies were a needless waste of public funds<sup>117</sup>. The Rhondda Council reiterated its opposition to a fee levy, in September, in the following

resolution:

It is the right of every child, rich or poor, to the fullest educational facilities requisite to an enlightened democracy which should include an adequate system of free secondary education. The proposal of the Board of Education to levy fees is a retrograde step and all organisations having the interest of Welsh education at heart should express un-comprising hostility<sup>118</sup>.

However, the Board of Education, committed to reducing expenditure on education, threatened to punish extravagance and insisted upon substantial tuition fees<sup>119</sup>. Local public awareness of the Board's demands provoked letters of protest to the Rhondda Council<sup>120</sup> which prompted meetings of the Council's Sub-Committee on Economy in Education<sup>121</sup>. Subsequently the Board and Council became locked in dispute over the fees issue and, to break the deadlock, both parties agreed to compromise. The Council reluctantly agreed to levy fees and the Board conceded that the Council could formulate and apply its own means test. The generous nature of the Council's scales of income meant that many more parents than otherwise would have been the case qualified for full or partial remission of fees. Moreover the Council provided additional insurance for its sacrosanct principle of free education by establishing its own contingency fund for cases of hardship<sup>122</sup>. In respect of the Council's Junior (Secondary) Technical School, however, the Council refused to levy any fees whatsoever<sup>123</sup> despite enforced consultation with H.M. Schools Inspectors<sup>124</sup> and meetings at the Board of Education Offices<sup>125</sup>. The Council was also unperturbed by the Board's evidence that it was one of the very few education authorities in Britain which still remained unco-operative<sup>126</sup>. The Council subsequently indicated that it was prepared to allow fees of £1.10.0 per annum but any further increase would be strongly resisted<sup>127</sup>. A final deputation called to the Board of Education eventually capitulated and fees of £3 per annum were agreed. Nonetheless the fees were the lowest charged by any education authority in Britain and the Council's stubbornness won the additional

concession that such fees would apply only to new pupils<sup>128</sup>.

Over the following decade the Council's stubborn determination and independence towards the principle of free secondary education was maintained. To some extent, the Council successfully overcame national pressure on the fees issue by securing Board of Education approval for increasing, to one hundred per cent, the number of free places at certain secondary schools thus, for these schools, totally eliminating fee paying places<sup>129</sup>. In respect of its Junior (Secondary) Technical School the Council ultimately agreed to a revised fee of £6 per annum but only because of the degree of advanced work which was provided and, even then, the Council won the concession that the more generous income scales pertaining to its other secondary schools could be the basis of the necessary means test<sup>130</sup>.

A quarter of a century after the abolition of fees in elementary schools by the Education Act of 1918, fees were prohibited in all schools maintained by local education authorities<sup>131</sup>. The Rhondda Council's opposition to the fee paying principle in secondary schools thus ended. The Council's stubborn and determined resistance against the payment of fees for almost half a century did not pass unrecognised and tributes were subsequently paid to its efforts to establish and uphold the principle of free secondary education. In Jones' view:

The action of the Rhondda Council provided  
the (best) evidence of strong local  
pressure for an extension of secondary  
education opportunities<sup>132</sup>.

The Council's concern to remove restrictions which, in its view, impeded educational progress was also the basis of its dispute with the Board of Education over the curriculum of the Tonypany Higher Elementary School.

#### The Curriculum of The Tonypany Higher Elementary School

Following the decision in the Cockerton Judgment of 1900<sup>133</sup>, which



ruled Higher Grade Schools of school boards to be an illegal intrusion into the secondary education field, the Board of Education authorised their conversion into higher elementary schools which, however, were still subject to elementary school regulations. These regulations prohibited the inclusion of Latin and French in the curriculum and also denied such schools the power to prepare pupils for post-elementary matriculation examinations<sup>134</sup>.

From its inception under the Education Act, 1902, the Rhondda U.D.C. pledged to seek full secondary school status for its higher elementary schools<sup>135</sup>. This aim prompted the Council to conduct its higher elementary schools along secondary school lines although lacking the legal authority to do so. The relevant Elementary School Regulations were ignored and the Council approved the inclusion of both Latin and French in the curriculum<sup>136</sup>. The Council also deliberately encouraged and condoned the development of matriculation classes<sup>137</sup>. The Council's policy was also enhanced by the negotiated agreement with the Board of Education for the retention of pupils of sixteen plus years of age who were above the normal age limit of fifteen for higher elementary education.<sup>138</sup> The Council's aim of full secondary status for its higher elementary schools was secured for the Ferndale School from the Session 1905/1906<sup>139</sup> although, arising out of continual disagreements with the Board of Education over accommodation and school management, the threat of withdrawal of that status was a continuing feature of its existence for some years<sup>140</sup>.

It was against this background that the decision was taken to launch a new higher elementary school at Tonypany in 1908<sup>141</sup>. The approval of the Board of Education for the proposal made early references to the curriculum by insisting on the inclusion of Laundry and Mining<sup>142</sup>. Before the official recognition of the school as a higher elementary school in 1915, disputes over curriculum content had already arisen in respect of the Pentre and Porth Higher Elementary Schools and the Council was, therefore, very much aware of the views of the Board on this particular issue. In 1913 the Board advised that the curriculum

of the Pentre and Porth Schools should be reconsidered in order to allow more time for those subjects which, in the Board's view, had an important bearing on the future life of pupils. In particular French ought to disappear from the curriculum altogether but this demand was rejected by the Rhondda Council<sup>143</sup>.

The Council's attitude was made very clear to the Board of Education when it sought to persuade the Board to amend the Elementary School Regulations so as to permit the development of an extended secondary type curriculum for its higher elementary schools<sup>144</sup>. As it turned out this proved unnecessary for the Pentre School which was promoted to full secondary status from 1 January 1914<sup>145</sup>, but not without protracted negotiations over post-elementary irregularities, consultations with the Chief Inspector for Schools, Owen Edwards, and a full inspection of the school<sup>146</sup>.

Official recognition of Tonypany as a higher elementary school was announced in March 1915<sup>147</sup> but with attendant conditions. The Board of Education accused the Rhondda Council of misrepresenting its intentions in regard to the curriculum by now including Latin and French which had not been disclosed when the proposal to establish the school was first considered seven years previously in 1908. The Board consequently rejected their inclusion insisting that the object of the school was to further develop the education given at the ordinary school complemented by the provision of special instruction related to the likely future occupation of scholars. Furthermore the Board demanded the inclusion of manual work for boys and domestic work for girls, both of which had been omitted, and the Board also expressed concern, in learning from its Inspectors, that there appeared to be no intention to offer instruction in these subject areas "until the Summer Holidays". The proposed curriculum was thus totally rejected and its revision and resubmission was required<sup>148</sup>.

The Rhondda Council's response to the Board's strongly worded criticism was to nominate its most powerful deputation to pay a visit to the Board<sup>149</sup> but this was refused on the ground that it would serve no

useful purpose<sup>150</sup>. However, ignoring the refusal and convinced that the school's curriculum was educationally sound and merited further discussion, the Council countered with the suggestion that a local conference be held with Owen Edwards the Board's Chief Inspector of Schools for Wales<sup>151</sup>. This could have been a mistaken strategy for Owen Edwards had a reputation for emphasising the interrelation between education and pupils' own particular environment<sup>152</sup>. He also appeared to be very critical of the failure of some central departments of Government effectively to guide education in places like the Rhondda<sup>153</sup>. His views were not unknown to the Council for, following the original application for recognition of the Tonypandy Higher Elementary School, he had prescribed for it an industrial orientation related to pupils' probable occupational needs<sup>154</sup>, and, at that time, the Rhondda was a mining conurbation<sup>155</sup>.

The policy of the Board of Education was antagonistic to the study of subjects which were alien to pupils' daily lives and experience and yet the relation between educational performance and subsequent life-chance does foster and promote a widely held belief that education offers potential for upward occupational mobility. This was especially true of the children of working class parents<sup>156</sup>. In the Rhondda area the attraction of upward occupational mobility was very strong and was also reinforced by a reaction against jobs in the mining industry. Parents disliked the hard, dangerous working conditions and were also antagonistic towards the speculative coal owners who they saw as being guilty of voracious exploitation<sup>157</sup>.

Ideological conflict between the Board of Education, represented by Owen Edwards and the Rhondda parents, represented by the local Council, was thus inevitable. The meeting of the opposing parties was held on 16 June, 1915 at the very institution which was at the centre of the dispute - The Tonypandy Higher Elementary School. Lengthy discussion and argument took place and Owen Edwards offered many suggestions as to curriculum content. Inevitably he reiterated the Board's policy that the Rhondda Council would be required to follow the more limited curriculum prescribed by the Elementary School Regulations. He then

withdrew from the meeting and, following consideration of the points made, the Council members resolved that the curriculum should be revised jointly by the Head Teacher and the Council's Director of Education. The determination of the Council members was, however, reflected in the guidelines given which stipulated that due regard was to be paid to the advisability of providing Latin instruction in combination with the teaching of English<sup>158</sup>.

The revised curriculum drafted by the Head Teacher and the Director of Education was considered at the next meeting of the Council's Secondary Education Committee. Although a concession was made in favour of the provision of manual and domestic subjects the major issue remained unresolved, as far as the Board of Education was concerned, when the inclusion of both Latin and French as option subjects was ratified<sup>159</sup>.

On previous issues which had been the subject of dispute with the Rhondda Council the Board had always appreciated the conditions and difficulties facing the local authority which had also gained some sympathy from Owen Edwards<sup>160</sup>. The combination of this knowledge of local conditions and the Board's keen awareness of undoubted implacable local opposition and resistance must have caused the Board to weaken in its resolve for the Board decided on a qualified withdrawal of its demands. While the Board was apprehensive and fearful that the Rhondda Council's policy would do much to sacrifice the interests of the majority for the few, the Board confessed to the difficulty of enforcing a change of curriculum mid-year and approved the Council's proposals as an experiment and subject to future review<sup>161</sup>.

The Tonypany Higher Elementary School status was retrospectively recognised from 12 January, 1915 and, within two years the Council had decided to seek full secondary status for the school but postponed formal application pending the outcome of the Education Bill before Parliament which emerged as the 1918 Education Act. Under the Act the Rhondda Council's Scheme for Secondary and Higher

Education provided for the promotion of the Tonypandy and Porth Higher Elementary Schools to full secondary school status<sup>162</sup>.

With renewed pressure on the Board of Education but with less tortuous consultation and negotiation occasioned by the withdrawal of the Elementary School Regulations, both schools were granted such status from 1 January 1922<sup>163</sup>. Disputes over curriculum content thus came to an end.

In all three cases examined so far the Rhondda Council resisted national policy for long periods. While few councils have the temerity to argue against the national line on a range of issues<sup>164</sup> the Rhondda Authority was one Council which was prepared and determined to do so when it felt local circumstances justified such opposition.

Local circumstances were also the focal point of the Rhondda Council's stubborn and determined claims for additional devolved powers from the Glamorgan County Council.

#### Devolution of Powers

Although formal education powers were not invested in the Rhondda U.D.C. until the Education Act, 1902, education was not a new topic in the district in view of the educational role previously discharged by the Ystradyfodwg School Board and, though limited, the Ystradyfodwg Parish Vestry. The attitudes of stubborn determination and independence displayed by its predecessors were inherited by the Rhondda Council and were especially evident in its claims for extended powers and responsibilities.

Early moves for an educational role were taken by the Council in 1897 when it applied to be recognised as an authority for intermediate education under the Welsh Intermediate Education Act, 1889 but the application was rejected<sup>165</sup>. By 1900, dissatisfaction with the Glamorgan County Council's provision for the Rhondda area under this statute led to a local campaign for 'home rule' in education<sup>166</sup>. The Education Act, 1902 partly resolved argument over the choice of

local units for education purposes by nominating the Councils of counties and county boroughs as the local education authorities<sup>167</sup> but complicated the administrative solution by authorising a devolved education role, in county areas, for those boroughs and districts which satisfied the requisite population criteria<sup>168</sup>. Furthermore, although the respective roles of county and borough or district councils were basically differentiated in allocating secondary education powers to county councils and elementary to the lower tier authorities, the latter authorities could also exercise a concurrent secondary education role<sup>169</sup>. To add to these problems the 1902 Act lacked a definition of both secondary and elementary education and also empowered the transfer of these responsibilities either way, between county and lower tier authorities<sup>170</sup>.

The administrative muddle was resolved in some areas by lower tier authorities surrendering their responsibilities to county councils<sup>171</sup> but in the Glamorgan area this solution was not at first adopted. The co-existence of county and borough or urban district education authorities, therefore, led to confrontation and especially between the Glamorgan County Council and the Rhondda U.D.C. The first stage in the conflict was prolonged for ten years until 1913 and continued thereafter following the Education Act, 1918. Both Authorities sought to usurp each other's powers and, in the case of the Rhondda U.D.C., the conflict once more provoked its stubborn determination to maintain and extend its educational independence. Each Authority was critical of the other and a tortuous chain of events ensued with each vying for educational supremacy.

An examination of the first stage in the conflict, up to 1913, reveals the extent of the polarisation of views between the two Authorities. On the one hand the County Council's aim was to evolve a uniform and egalitarian basis for treating all the areas of the county alike. On the other, the Rhondda Council's main concern was to secure that local interests, needs and circumstances were the main considerations.

Within the County area six local authorities had emerged with elementary education responsibilities under the Education Act, 1902<sup>172</sup> and the Glamorgan County Council envisaged a single joint education committee, comprising itself and these authorities, which would be responsible for the general co-ordination of both elementary and secondary education<sup>173</sup> and to which delegated powers would need to be surrendered by all seven authorities<sup>174</sup>. Agreement between the authorities to discuss the County Council's proposals led immediately to defensive tactics being adopted by the District Councils. Conscious of the risk of loss of power that a co-ordinated scheme might entail, a preparatory conference between them was organised in order to reach agreement on a common strategy<sup>175</sup>. The County Council's plan for a joint education committee suffered major setbacks when, firstly, the Rhondda U.D.C., although supporting the united approach of the Districts, nevertheless demanded separate discussions on the future organisation of educational administration in its area. The Council also declared that, on reflection, the interests of its community would be better promoted by one education authority for its area not two<sup>176</sup>. With this aim in view the Council canvassed the support of local County Councillors inviting them to postpone judgement on the County Scheme until they had considered the Rhondda's views<sup>177</sup>. Secondly, the District Councils drafted their own alternative scheme which, when submitted, provoked the County Council to respond that it could better manage on its own<sup>178</sup>.

The County's initial difficulties were eased when the District Councils, except the Rhondda U.D.C., capitulated and surrendered their concurrent secondary education powers, but the stubborn independence of the Rhondda forced a change of tactic. The County Council invited the Rhondda U.D.C. to act as its agent for secondary education but the proposal was doomed to fail at the outset. The role envisaged was that previously undertaken by the former local School Board which would have restricted the Rhondda U.D.C.'s interests to elementary and higher elementary education only and its agency role for secondary education would be severely circumscribed. The Rhondda U.D.C. accordingly rejected the offer and, additionally, refused to

exercise its power under the 1902 Act to aid the supply of secondary education until satisfactory arrangements were agreed for its area<sup>179</sup>. The County Council countered by offering the Rhondda U.D.C. an agency role for the management of evening continuation schools and classes but this too was rejected and the District Council was very critical of the County Council's piecemeal approach to education management and administration and added that any future discussion between the two Authorities would need to embrace secondary and higher education as a whole<sup>180</sup>. Although the Rhondda Council subsequently tentatively agreed to accept the County Authority's suggestion of joint management of continuation and evening schools and classes, disputes arose over the composition of the supervising committee which was weighted in the County's favour<sup>181</sup>.

Both the County and Rhondda Authorities had secondary education interests in the Rhondda area. The County Council had already established a county intermediate school at Porth under the Welsh Intermediate Education Act, 1889<sup>182</sup> and, as the evidence has shown, the Rhondda Council had taken over the higher grade schools of the former Ystradyfodwg School Board some of which were to become designated either as higher elementary schools, with a secondary role, or as full secondary schools. The County Council's Scheme of Secondary Education for the county as a whole, including the Rhondda, was prejudiced by the policy of the Rhondda Council to develop its own secondary schools independently whatever the outcome of any agreed collaborative arrangements. Having achieved management responsibility for the Ferndale Higher Elementary School, despite County Council opposition<sup>183</sup>, the Rhondda Council embarked on a programme for increasing the number of higher elementary schools in its area intending, ultimately, to seek their recognition as full secondary schools<sup>184</sup>. This development, accompanied by extended secondary education type curricula aimed at matriculation examinations, produced a state of competition and rivalry between local County and Rhondda Secondary schools<sup>185</sup>. The determination of the Rhondda Council to develop its own secondary schools system independently seemed justified by the Council's comparison of examination results



achieved by the two Authorities' Secondary schools. Serious failures at the County's Pupil Teachers Centre at Porth, over which it had gained control under the 1902 reorganisation, prompted the Council to suggest to the Glamorgan County Council that discussion ought again to take place on the future management of all secondary schools in the Rhondda area<sup>186</sup>.

The Glamorgan County Council's plans for secondary education in the Rhondda area were also thwarted by the Rhondda Council's stubborn refusal to co-operate on the issue of accommodation. The difficulty experienced in locating suitable sites encouraged a somewhat implausible request by the County Council to purchase, or to secure the transfer to it, of the school premises occupied by the Rhondda Council's own higher elementary schools at Pentre and Porth<sup>187</sup>. The request encountered vociferous opposition and was refused<sup>188</sup>.

This latest aggravation was not without precedent. Consideration of previous similar requests by the County Council for the use of Rhondda schools for County evening continuation schools and classes had been deferred until settlement between the Authorities of future arrangements for secondary education in the Rhondda area<sup>189</sup>. The Rhondda Council had also used this deferment tactic to good effect in its disputes with the Board of Education over problems at the Ferndale Secondary School<sup>190</sup>. The Council procrastinated on the ground that the School's management problems were inseparable from the general question of the future control of secondary education in the Rhondda area as a whole<sup>191</sup>.

The protracted discussions between the two Councils on the future of secondary education in the Rhondda had so far failed to reach a satisfactory solution which was inevitable in view of their uncompromising attitudes. In particular the Rhondda Council was determined to secure agreement which would be of greatest benefit to its area and also enable it to maintain and consolidate its managerial independence. The consequence was the abandonment of County proposals and their substitution by the claims of the Rhondda

Council for devolved powers<sup>192</sup>. Initial comments by the County Council were sceptical because of the likely increased financial burden which would fall on the Rhondda's ratepayers<sup>193</sup>.

As an alternative the County Council offered to discuss the possibility of delegated powers for the Rhondda Council under the County's Intermediate School System<sup>194</sup>. However, the local Council decided to reject the offer and, instead, petitioned Parliament to authorise extended education powers for those boroughs and districts which desired them in pursuit of greater local interest and control<sup>195</sup>.

The Council felt very strongly that it was better placed than outsiders to identify and promote the educational needs of the district - a view it had often previously publicly expressed.

The first sign of capitulation by the County Council emerged when it conceded the principle of devolution of secondary education powers to the Rhondda Council subject to the approval of the Board of Education<sup>197</sup>. This was followed by an offer of such powers<sup>198</sup> which proved, however, to be prevaricative and ambiguous: the County imposed lengthy delays<sup>199</sup> and the proposed delegatee committee would have been under the aegis of the County Council with the local Council having only a power to nominate members<sup>200</sup>.

Another fourteen months elapsed before the pressures brought to bear by the Rhondda Council forced the County Council to finally concede the case for devolved powers<sup>201</sup>. Yet the County Council still imposed a further delay of three and a half years during which time the local Council and the electorate had become wearied by what they saw as a County Administration which had benefited the area little yet obstructed local progress<sup>202</sup>. The Devolution Agreement was eventually approved<sup>203</sup> and was signed and sealed by the Rhondda UDC on 14 February 1913<sup>204</sup> and by the County Council on 14 March 1913<sup>205</sup>. The achievement of local educational autonomy was immediately marred by dispute and conflict on pragmatic issues: The County Council initially withdrew from the Rhondda area its peripatetic teachers who,

although appointed for service in the Rhondda, were now ostensibly required for full-time activity elsewhere in the county<sup>206</sup>. The County Council also demanded the return of school furniture and equipment which had been provided for its former schools out of County funds<sup>207</sup>.

Four years later the Education Act, 1918 prompted a repeat scenario of the conflict and dispute which had emerged between the two Authorities following the 1902 Act. The 1918 Act retained the same authorities as education authorities but with the proviso that their education duties could be performed separately or in collaboration<sup>208</sup>. The polarisation of views which had discouraged previous agreement for ten years re-surfaced. In the post 1918 exchanges the County Council resisted the subordination of its interests to those of the Rhondda Council<sup>209</sup> and the Rhondda Council pressed its demands for educational independence with the same vigour and stubborn determination. The Rhondda Council also threatened to secure a coup-de-grace by announcing that it was considering absolute independence as a county borough<sup>211</sup>. The Board of Education, in subsequent exchanges with both Authorities, demonstrated political dexterity by finally securing local settlement of the new administrative arrangements<sup>212</sup>.

The second Devolution Agreement was sealed on 31 March 1920<sup>213</sup> and from this time, the Rhondda Council had total responsibility for the management and administration of elementary, secondary and higher education in its area. Educationally, therefore, the Council's role was akin to that of a county borough and references, for example by Birchenhough, to its limited powers and anomalous position compared with county boroughs of smaller size are, in educational terms, incorrect<sup>214</sup>. Whereas many other Part III education authorities in Britain suffered from the inhibitive Cockerton judgment of 1900 and were denied secondary education powers<sup>215</sup>, the Rhondda Council had successfully surmounted this legal barrier by way of devolution.

Throughout the dispute over devolved powers the main advocate for the County Council had been its Clerk Sir Thomas Mansel Franklin. Although he was under formal restraint as a servant of the Council he was easily its most dominant figure and was an autocrat in the Council chamber as well as throughout the County offices. He was a committed advocate and perpetrator of severe centralisation of administrative authority<sup>216</sup>. His role in the dispute, therefore, was likely to have been for less conciliatory than has been suggested by Davies<sup>217</sup>, and it was the general view that a great deal of the friction between the two Councils was provoked more by the official rather than by the elected element of the Glamorgan County Council<sup>218</sup>.

Over the next twenty years the Rhondda Council enjoyed the fruits of its hard won independence but the choice of suitable units for the discharge of local education responsibilities occasionally re-emerged in public debate. On such occasions the Rhondda representatives made clear their opposition to any possibility of reducing their status and role and cases in point occurred in 1933 and 1942. In 1933, the Rhondda Council's former Director of Education<sup>219</sup> addressed a meeting of the Cymrodorion Society in Swansea and argued that a single education committee for the whole of Wales would be more effective than a system based on many smaller units. Clearly annoyed by these claims of their former Chief Officer, local councillors took issue with him and, in repudiating his case, declared that the Rhondda Council would never surrender its educational rights and independence<sup>220</sup>. In 1942, a conference of local authorities on the principle of regionalism in local government was organised and the Rhondda UDC, not wishing its position on the issue to be misunderstood<sup>221</sup>, refused to attend and also reiterated its rejection of the notion of a Welsh National Council for Education<sup>222</sup>.

During the second world war the Government turned its attention to the problems of post-war reconstruction and its proposed plans for education threatened the existence of all Part III education

authorities. As a result the Rhondda Council joined forces with other Part III authorities in a deputation to the Board of Education to protest against the proposed changes<sup>223</sup>. The subsequent publication of the Government's White Paper on Educational Reconstruction confirmed the Rhondda Council's fears of extinction and further protests were made to the Board<sup>224</sup>. The Council also canvassed the support of Welsh M.P.s and the Rhondda citizens<sup>225</sup>. By 1944 the Government had modified its proposals and new plans provided for devolved powers to new agencies, Divisional Executives, which included the special type of Divisional Executive, the Excepted District. No time was lost by the Rhondda Council in persuading its local M.P.s to remind the President of the Board of Education of the Council's progressiveness and pre-eminence in education administration<sup>226</sup>. The Council also canvassed the support of the Parliamentary Secretary to the Board who sympathised with the Council's aim of maintaining its devolved powers<sup>227</sup>. Apprehension over a possible grant of education monopoly in the Rhondda area to the Glamorgan County Council also tempted the Rhondda Council to re-open the question of applying for county borough status which locally, would have been a popular move<sup>228</sup>. Both the Council and public were keenly aware, for example, of the view of critics' that the County area was one of the worst served in Wales as far as County intermediate schools were concerned<sup>229</sup>.

The Education Act, 1944 finally reached the statute book on 3 August 1944 and education was entrusted to county and county borough councils<sup>230</sup>. However, populous urban districts could claim exemption from County schemes of Divisional Administration if they were granted the status of an excepted district for which the criteria were a population of not less than sixty thousand on 30 June 1939 and an elementary school population of not less than seven thousand on 31 March 1939<sup>231</sup>.

The Rhondda population in 1938 was 119,300 which was larger than eight of the county councils and two of the county boroughs in Wales. (Table 16). Although other Welsh district councils were unable to

satisfy the general population criterion they nevertheless made application for excepted district status but all were rejected<sup>232</sup>.

The Rhondda Council was also able to justify status as an excepted district on the basis of its school population. Figures for the relevant date were not available but statistical evidence showed a decline from 36,947 in 1923 to 22,952 by 31 March 1945 and the elementary school roll was, therefore, still well in excess of the required norm of seven thousand<sup>233</sup>.

Confident in the indisputable strength of its case the Rhondda Council unanimously agreed to claim exemption from any education scheme drafted by the Glamorgan County Council and resolved to secure the widest possible degree of autonomy as an excepted district<sup>234</sup>. Negotiations with the Glamorgan Authority were a necessary stage in the process but the Rhondda Council gained an early psychological advantage when the new Ministry of Education<sup>235</sup> (Welsh Department) directed that exemption from the Glamorgan Scheme should be granted in respect of primary and secondary education. The extent of devolution, however, was a matter for local determination subject to ultimate national approval<sup>236</sup>. Typically, the Rhondda Council had also lodged a claim for additional devolved powers for further education<sup>237</sup> and, contrary to the prescribed procedure, its draft scheme for primary and secondary education was submitted directly to the Ministry thereby by-passing the County Council which it was obliged to consult<sup>238</sup>.

The degree of devolution claimed by the Rhondda UDC was opposed both at county and at national level and the Council was alarmed to learn that the County Council intended to treat the Rhondda no differently from other divisional executives which were being established throughout the county area<sup>239</sup>. The Ministry of Education also took issue with the Rhondda Council and rebuked it for misconceiving the powers available and for attempting to seek a higher status and role than that contemplated by the 1944 Act<sup>240</sup>. The Council was directed to draft a revised Scheme and, this time, in consultation

with the County Council<sup>241</sup>. The history of conflict between the two Councils was the inevitable basis of the subsequent negotiations and each, in turn, complained to the Ministry of Education about uncomprising attitudes<sup>242</sup>.

The Ministry of Education was also criticised by the Rhondda Council for falling short of commitments given by the Minister, R.A. Butler. He had conceded the Rhondda's unique record in the education field and had promised that its powers would be similar to those the Council already enjoyed<sup>243</sup>. The Permanent Secretary to the Ministry of Education, Sir Maurice Holmes, attempted to defuse the situation by relying on conflicting legal opinion which left open the question of the extent of an Excepted District's powers. However, the Rhondda Council had itself taken advantage of independent legal opinion and its Counsel's opinion had substantiated its claims under the draft scheme<sup>244</sup>. The Council, therefore, renewed its pressure through its local M.P.s and canvassed local public support<sup>245</sup>.

Despite the Council's efforts the Scheme, when finally approved, authorised devolved powers for primary and secondary education only and subject to County Council financial control. The County Council also secured representation on the newly constituted Rhondda Education Committee<sup>246</sup>. The frustrations of the Council were compensated to some extent when the Ministry of Education invited negotiations on the question of devolved powers for Further Education<sup>247</sup>.

The quest of the Rhondda Council for devolved powers and educational autonomy during the period 1903-1946 had earned it a reputation throughout Wales. Its long history of progressiveness in education and the manner in which it had jealously guarded its powers attracted more publicity than any other council in the Principality<sup>248</sup>.

Prior to the Education Act, 1944, one hundred and sixty nine borough and urban district councils in England and Wales had been operating

as Part III authorities under the Education Act, 1902<sup>249</sup> but none other had achieved the degree of educational autonomy won by the Rhondda Council<sup>250</sup>. Following the Education Act, 1944 the number of borough or district councils which were granted excepted district status was only forty five and the Rhondda Council was the one Welsh example<sup>251</sup>.

On 8 May 1946 the Rhondda Council appointed its new Education Committee<sup>252</sup> which held its inaugural meeting on 14 May<sup>253</sup>. A new chapter thus opened in the educational history of the Rhondda and realists no doubt anticipated further conflict and dispute arising out of the administrative interaction between the Glamorgan and Rhondda Authorities. They were not disappointed.

#### Reasons For Attitudes

In reviewing these examples of the Rhondda UDC's stubborn determination and independence in relation to the Rhondda revolt, free secondary education, the curriculum of the Tonypany Higher Elementary School, and devolution of powers, a single or dominant reason for its attitudes is difficult to identify except that they were the result of its community consciousness and organisation culture.

The Rhondda community, during the early part of the period 1903 to 1946, consolidated its character as a mining community. Remaining territorially definitive, the closeness or bond uniting the people was the result of the perpetuation of the changed environment, life style and shared experiences which had been characteristic of the period 1878 to 1903. Still dominated by the coal industry the valley became a more closer knit and homogeneous working class community which commonly endured repeat experiences of the hardships, trauma and aftermath of industrial and civil strife<sup>254</sup> and depression<sup>255</sup>. The strong community consciousness brought about by this environment, life style and shared experiences united both people and local authority for the Rhondda UDC became a 'Miners' Council' supported by three quarters of the electorate. (Table 29(b)).



The Council's organisation culture - norms, values and beliefs - developed characteristics which were the result of its cultural inheritance, through interlocking memberships with the Parish Vestry and School Board, and its culture was maintained subsequently by organisation continuity. In terms of the behavioural manifestations of culture, all three authorities were alike in their common attitudes of stubborn determination and independence.

The Rhondda revolt over rate aid for denominational schools can be directly attributed to non-conformity which was a perpetuation of the religious ethos of both the Parish Vestry and School Board. The number of non-conformist chapels in the Rhondda had increased to 151 by 1905<sup>256</sup> and non-conformity was still a factor of vital and inestimable influence in the life of the people. The main agent for local opposition to the Education Act, 1902 and its subsidy for denominational schools was the Rhondda Free Church Council which was politically very active during the revolt<sup>257</sup>. Support for its cause was also given by the Rhondda Non-Conformist League which included local councillors<sup>258</sup>. Such was the strength of local opposition to denominational aid that it provoked accusations of the community's religious intolerance<sup>259</sup>. Although the religious revival of the early 1900's benefited both Church and Chapel the non-conformist ethos sweeping the valley led to the latter's domination with 139 chapels against the churches 51<sup>260</sup>.

Non-conformity inevitably penetrated the Rhondda Council's membership and, although it is difficult to identify the religious sympathies of every councillor there are, nevertheless, a substantial number of clear examples. During the revolt, from 1902 - 1912, at least one half of the Council were non-conformists. (Table 29(b)) and, undoubtedly the proportion was very much higher for the general non-conformist character of the Council was publicly confirmed by the Chairman of the Education Committee, W. Evan Thomas:

The Council is dominated by radicals and non-conformists ... and public opposition to rate

aid under the 1902 Act is unanimous<sup>261</sup>.

The end of the revolt in 1912 broadly coincided with the peak of non-conformist influence in Wales which, according to Rees, reached its zenith by 1910 and, thereafter, declined.

The Council's organisation culture also arose from the mining character of the community. It is relevant to recall the pioneering role of the Rhondda miners in the growth and development of industrial relations within the coal industry. The Rhondda miners led the way and the South Wales and British coalfields subsequently followed. Their pioneering activities were characterised by great sacrifice, bitter disputes and unrelenting struggle in a dogged determination to win power which could be deployed against their industrial masters<sup>263</sup>. The Rhondda miners formed a substantial group on the Rhondda Council (Table 29 (b)) including some of their redoubtable leaders<sup>264</sup> and it is probable that their stubborn determination and independence permeated throughout Council business. Indeed the Council was often described as a miners' Council<sup>265</sup> and this view is substantiated by the evidence: from 1896 to 1946 the proportion of miners on the Council progressively increased from a quarter to almost two thirds of the total membership. (Table 29(b)). Furthermore, the miners consolidated their position in that, with two exceptions, the Council's 'inner-ring' of seventeen was under their monopoly. (Table 29(c)).

The Council's organisation culture was also attributable to the emergence and growth of Labour politics. The well-documented history of the South Wales mining communities<sup>266</sup> reveals the extent to which most mining regions had developed a dominant sense of class solidarity. This was especially true of areas where the mining industry had achieved an occupational monopoly and the attendant growth of an independent working class consciousness was of particular significance for the Labour Party<sup>267</sup>. The Party developed strongest where this dominant economic activity produced a community which was largely homogeneous<sup>268</sup> and in which the miners were numerically

preponderant<sup>269</sup>. Such a community was the Rhondda Valley<sup>270</sup> and the monopoly of the coal industry produced a common vocation which, in turn, encouraged a common political opinion<sup>271</sup>. The Labour Party had its roots in the South Wales Valleys<sup>272</sup> and the early 1900's witnessed the emergence of the Party in the Rhondda area although its exact origin was blurred by the co-existence of the Rhondda Labour and Liberal Association<sup>273</sup> and local branches of the Independent Labour Party<sup>274</sup>. The strength of the Rhondda miners was pledged to the Labour Movement<sup>275</sup> and the community thereafter developed an overwhelmingly one-sided political character<sup>276</sup>. The growth of the Labour Movement led to the inauguration of the Rhondda Borough Labour Party<sup>277</sup> which became the dominant party in local politics<sup>279</sup> and secured a monopoly on the Rhondda UDC (Table 29(b) and (c)) supported by three quarters of the electorate<sup>279</sup>.

Labour Party politics thus partly explains Council attitudes. For example, the continuing struggle over the principle of free secondary education, first achieved by the Rhondda Council in 1906, was a commitment accepted nationally by the Labour Party which, through the first Labour Government in 1924, encouraged local support by increasing the number of free places which local education authorities could offer and repeated this policy through the second Labour Government in 1929<sup>280</sup>.

It is more difficult, however, to attribute other manifestations of the Council's attitudes to Labour philosophy. Certainly, nationally, the Party remained aloof from the rivalry between the Church and non-conformity<sup>281</sup>. Furthermore, notwithstanding a history of involvement in educational issues the Party failed to produce, in the early part of the twentieth century, coherent education policies<sup>282</sup> and tended to react in a haphazard and ad hoc fashion to various issues as they arose<sup>283</sup>. Accepting that lack of coherence in education policy at the national level is not necessarily mirrored in the localities and that variations can occur between national and local party politics<sup>284</sup>, there is nevertheless no clear

evidence of the direct relevance of Labour philosophy for the other cases examined. Local policy-making in the Rhondda was not always the stereotyped ideological response to issues and problems which, it has been suggested for example by Dunleavy, characterises local authorities generally<sup>285</sup>. This could hardly be the case when the long and bitter conflict between the Rhondda and Glamorgan Councils was, in fact, between two authorities which had both become Labour Party dominated at the same time<sup>286</sup> and have remained so ever since<sup>287</sup>.

The Council's attitudes can also be attributable to the character of the community. At first glance the Rhondda appears to be a typical linear town but, in reality it was, and is, a series of little towns and villages each with its own separate identity, fierce local loyalties and traditions despite the absence of clearly distinguishable physical boundaries between one locality and the next<sup>288</sup>. The natural consequence was for the inhabitants to identify themselves not with the Rhondda as a whole but with the townships of Treorchy, Tonypany or Ferndale<sup>289</sup>. This division of the community by intense local loyalties tends to encourage elected representatives to adopt the classic, territorially limited parochial role<sup>290</sup>. Such parochialism may well have engendered a stubborn local independence which, in terms of the Rhondda Community as a whole, and the Rhondda Council, was channelled and consolidated by the unifying influence of non-conformity, the working class consciousness and Labour politics. The Rhondda Community's inherent territorial divisions were also unified through the sharing of common experiences which brings people together in a wider community sense especially when they have all suffered the ravages of strikes, lock-outs, disasters and unemployment. The result is a stubborn and determined common defence against attempts to alter or re-shape the community in any way<sup>291</sup>, and a strong desire to guard, protect and maintain control over their territory<sup>292</sup>. Strikes, lock-outs, disasters and unemployment were the unfortunate lot of the Rhondda people during the first half of the present century and although the state offered assistance it was dwarfed by

local independent effort<sup>293</sup>.

It was almost certainly the combination of these several factors - non-conformity, the mining character of the community, Labour Politics in part, the indigenous nature of the community - which accounted for the Rhondda Council's attitudes. Predictably the Rhondda Council - composed of people who had a common bond brought about by a working class consciousness, shared experiences and mutual values and ideals - manifested these characteristics which became an integral part of its own organisation culture and it is this phenomenon of culture which provides the final and major reason for the Council's attitudes.

As previously observed the Parish Vestry and the School Board both manifested the same stubborn determination and independence which was enhanced by the linkages between their respective memberships. Likewise the membership linkages between the Vestry, Board and the Rhondda Council encouraged the perpetuation of an organisation culture which was already well established.

In the first place there is the fact of concurrent and common membership of all three organisations (Tables 19, 20, 21). Although few individuals were members of all three organisations, perpetuation of organisation culture was possible through particular examples (Table 19). Of these, Canon W. Lewis, the local vicar, whose public service record stretched for approximately forty years, had followed up Chairmanship of the Parish Vestry by serving for almost a quarter of a century on the School Board until its final days and then completed fifteen years service on the Rhondda Council. W. Morgan didn't match the Canon's public service record but followed membership of the Vestry by becoming Chairman of the School Board during his six years of membership and, subsequently, was a member of the Rhondda UDC for eleven years (Table 19).

The continuity of organisation culture, encouraged by membership linkages, was better demonstrated between the School Board and the

Council (Table 20, 21). Seven members of the School Board had concurrent Council membership during the latter's formative years and constituted almost fifty per cent of its composition (7/15). Altogether eleven members of the School Board served on the Council (Table 21) and, up to 1909, formed a sizeable group varying between one-third and one-sixth of the Council (Table 22). Some of the group gained the Vice-Chairmanship or Chairmanship of the Council or its Committees and T. Owen also achieved the distinction of becoming Chairman of three of the most important committees, namely, Education and its Secondary Education and School Management Sub-committees all of which comprised the full Council (Table 23).

The perpetuation of organisation culture by the membership linkages was further consolidated by the remarkable continuity of membership on the Rhondda Council itself and the continuity of leadership and control exercised by the Council's inner-ring.

In regard to the general membership of the Council, twenty nine members served for at least a third of the period from 1896 to 1946, their individual service varying between seventeen and thirty six years. (Table 24). Even more striking is the continuity arising from the number of Councillors who were persistently successful at the polls. The fact that only one third of the Council faced the staggered election each year doesn't distort the overall picture. The number of Councillors still in office in each successive year averaged 87.05% apart from the special circumstances of 1899 when the size of the Council doubled. More significantly, for thirty two of the fifty years at least 90% of Councillors remained in office in each successive year (Table 26). In this situation perpetuation of organisation culture was inevitable and was reinforced by continuity of political control.

Local authorities vary in the extent to which elected representatives organise themselves into groups that behave, or are expected to behave, as a coherent unit but some develop a high degree of political organisation<sup>294</sup>. This view is supported by the high

degree of political organisation maintained by the Rhondda Council. It is clear that the offices of Chairman and Vice-Chairman of the Council were of no political significance in that, over the fifty years from 1896 to 1946, apart from death, resignation or failure to secure re-election, such offices were allocated on a rota system with the Vice-Chairman automatically<sup>295</sup> succeeding to the Chairmanship each year irrespective of party label. (Table 30). In the matter of committees chairmanships, however, the position was very different and, as in other highly developed political organisations, a Council 'inner-ring',<sup>296</sup> or political elite<sup>297</sup> emerged and chairmanships were monopolised by relatively few members all of whom were Labour Party supporters<sup>298</sup> (Table 29(c)). Although members of the 'inner-ring', with one exception, occupied chairmanships in most cases for only two or three years they maintained their leadership and control of committee work by inter-changing posts. (Table 27). The monopoly of the 'inner-ring' was also confirmed by the fact that committee chairmanships were allocated on an annual basis and, although the number of possible chairmanships over fifty years totalled 332, only 126 emerged and 71 of these were dominated by 17 Councillors (Table 27).

The dominance of the 'inner-ring' was most marked in education. The 'personal rule' of W.E. Thomas involved his chairmanship of the first and successive Education Committee for eleven years and uninterrupted chairmanship of its two major sub-committees, Secondary Education and School Management, for fourteen and ten years respectively. For the first ten years from their establishment he was chairman of all three concurrently. (Table 27). Thereafter, sixteen councillors only, over the next thirty four years, occupied the Chairmanship of the Education Committee ten of whom were also sometime chairman of the Secondary Committee and fourteen of the School Management Committee. Eight of these 'inner-ring' also became chairmen sometime of all three Education Committees although never concurrently. (Table 27). The dominance of the Council 'inner-ring' was also boosted by electoral support. Of the seventeen members of the ring fourteen ranked among the members of

the Council with the longest service records, eight of them ranking in the first ten. (Table 25). Furthermore, apart from two exceptions, fifteen of the ring had periods of service based on unopposed elections. (Table 28).

As Alexander points out<sup>299</sup> the first, and perhaps the most important, principle on which the British education system rests is the principle of distribution of power (between different administrative levels) for it is the means of promoting democracy and safeguarding local freedom and independence. This is well demonstrated by the Rhondda UDC between 1903 and 1946.

Although possible reasons for the Council's attitudes can be derived from the non-conformist, mining, Labour and indigenous character of the community, the role of organisation culture figures prominently through the membership linkages with not only the Council's predecessor education authority, the Ystradyfodwg School Board, but also with the Ystradyfodwg Parish Vestry. Given these linkages, and the subsequent Council service of leading members of both School Board and Vestry, the organisation culture developed by these authorities was inherited by the Council which manifested the same attitudes of stubborn determination and independence for which, in education circles at least, the Rhondda Council established a high reputation throughout Wales<sup>300</sup>. The fact that such attitudes persisted for almost a century, from Parish Vestry to the Rhondda Council up to 1946, and indeed subsequently up to 1974, provides evidence of the emergence of a strong local tradition in this respect.

#### Use and Deployment of power resources

The examination and review of the stubborn determination and independence of the Rhondda UDC in relation to the four selected cases, namely The Rhondda Revolt, free secondary education, the Tonypany Higher Elementary School curriculum and devolved powers, also provides evidence of the use and deployment by the Council of the



power resources of political legitimacy, local knowledge and information and constitutional-legal powers.

The Council's initial response to the Education Act, 1902, which allowed rate aid for denominational schools, was to refuse to implement it until it had secured political legitimacy via electoral mandate. Political legitimacy was also manifest in the appeal of the Rhondda Free Church Council against denominational aid. Given that the Free Church Council represented the religious majority in the Rhondda area its views were not ignored by the Rhondda Council and, furthermore, general public support was very strong<sup>301</sup>. In regard to free secondary education evidence of a specific local mandate couldn't be found although the commitment of the national Labour Party to the principle may have been reflected in the considerable and permanent electoral support which the local Labour Party enjoyed. Public opposition to tuition fees was, in any case, vociferous and was expressed in the antipathy of the many organisations which protested to the Council which included miners lodges and local branches of trade unions<sup>302</sup>. The Council's pursuit of devolved powers from the Glamorgan County Council was politically legitimised by an early local public campaign in 1900 when canvassing produced support not only for devolved powers but, additionally, for 'home rule' by, as a first step, seeking a charter of incorporation<sup>303</sup>. The claim for devolved powers and the fullest possible degree of educational autonomy was, again, publicly endorsed in 1943 in a series of public meetings throughout the valley<sup>304</sup>.

Local knowledge and information were successfully deployed in all four cases. The Council was very conscious of the strength of non-conformist opinion in the valley, which also penetrated Council membership, and The Rhondda Revolt was an inevitable consequence. The Council's successful appeal to the Board of Education on free secondary education was justified by local adverse economic conditions in which circumstances parents would find the imposition of tuition fees punitive. The same argument was used by the Council to secure a reduction in loss of grant occasioned by its waiver of fees

despite entrenched national Treasury opposition<sup>305</sup>. Over the Tonypandy curriculum issue the Council was aware of parental opinion which was strongly in favour of ultimate occupational mobility and was implacably opposed to enforced careers in the mining industry. The broadening of the school's curriculum was, therefore, stubbornly and successfully pursued. Knowledge of local interests and needs of the Rhondda area and of citizen's views was deployed to win devolved powers from a reluctant County Council thereby escaping from a County policy which was more concerned with producing a uniform service for the County as a whole.

The use and deployment of constitutional-legal powers was very evident. The Council's discrimination against the Tonypandy R.C. School was manifested in the delays resulting from use of the legal power to first conduct an official inspection and survey of the school as a preliminary to take-over. The Council also exercised its legal right to reject responsibility for the school's maintenance on the rather spurious ground that the school was not in an efficient state - part of the church building was being used for school purposes<sup>306</sup>. During the long dispute with the Board of Education over the issue of free secondary education the Council constantly reminded an ambivalent Board that section 14 (4) of the Education Act, 1921 encouraged educational advancement irrespective of ability to pay fees. The Council also used its legal powers to establish contingency funds in order to provide financial assistance for cases of hardship. In particular the Council thwarted Government policy through its legal right to grant one hundred per cent free places which right was exercised in relation to certain secondary schools. The Council's legal rights to claim devolved powers from the Glamorgan County Council were successfully deployed with the additional result that, in marked contrast with other Part III education authorities, the Council overcame the inhibitive Cockerton judgment of 1900 and was empowered to continue and extend its secondary education facilities.

The Rhondda Council which subsequently operated as an education excepted district from 1946 to 1974 was dominated in its early years

by twenty one Councillors who had already served on the Council, pre 1946, for between eight and thirty six years. (Table 31). Seven of the twenty two had also been members of the pre 1946 Council 'inner-ring'. It is no surprise, therefore, to find that the post 1946 Council inherited the organisation culture of the former Part III Authority and attitudes of stubborn determination and independence persevered up to, and even beyond, 1974 when education divisional executives and excepted districts were abolished.

## CHAPTER 4

## CHAPTER 4

### EDUCATION ADMINISTRATION AND POLICY MAKING IN THE RHONDDA 1946 - 1974

#### General Background and The Role of The Rhondda U.D.C.

The political background to the Rhondda U.D.C.'s successful claim for excepted district status under the Education Act, 1944 has already been described in the examination of devolved powers during the period 1903 to 1946. An explanation of the concept of an excepted district is, however, necessary in order to appreciate more fully the nature of the administrative interaction between the Rhondda U.D.C. and the Glamorgan County Council.

#### Divisional Administration

After 1944 the education authorities were county and county borough councils<sup>1</sup>. In county areas, however, in order to overcome the dangers of remoteness and to evoke and maintain local interest in various parts of an administrative county, county councils were required, unless the Minister of Education otherwise directed, to partition their areas on a divisional basis. For each division a divisional executive was established to which were delegated, by the county council, specified functions relating to primary and secondary education. The functions delegated were defined in schemes of divisional administration approved by the Minister of Education<sup>2</sup>.

The more populous urban districts in a county area, however, could claim to be exempted from general county schemes<sup>3</sup> and, for these excepted districts, separate schemes of divisional administration were approved which produced different and important features that deserve emphasis.

In the first place, in contrast with the normal divisional executive whose inauguration depended on the initiative of the county council,

excepted districts were self-originating.

Secondly, the composition of the normal divisional executive was drawn, inter alia, from two or more district councils in the divisional area whereas the excepted district comprised representatives of a single borough or urban district council. As a result excepted districts could develop a greater cohesiveness, a unity of purpose, and a sense of civic tradition which was much more difficult in the case of the normal divisional executive whose political base was diffused<sup>4</sup>.

Thirdly, although legally a divisional executive, an excepted district's special position meant that far greater powers were entrusted to it compared with the normal divisional executive.

Fourthly, normal divisional executives reported directly to the county education authority and not to their constituent councils who, therefore, had no formal role in education decision making. In the case of excepted districts, however, the local borough or district council was, defacto, the divisional executive, and could thus secure a political mandate for its policies. Contrary to the criticism levelled at the divisional executive system, therefore, excepted districts conformed to the democratic traditions of local government<sup>5</sup>.

Finally, normal divisional executives discharged their functions exclusively through county council officials whereas excepted districts had the additional benefit of the support of administrative and technical staff of other departments of the local council.

The special position of excepted districts thus brought a greater sense of reality to delegation particularly when this status was granted to a powerful borough or district council. The interaction between excepted district and the county council, and the reciprocal attitudes that emerged, were in marked contrast with other divisional executives in the county which had no independent standing<sup>6</sup>.

As will be demonstrated this was especially true in the Rhondda area where the local Council was an excepted district. While other minor authorities learned to live with the frustrations arising from their demise as education authorities following the Education Act, 1944<sup>7</sup>, the Rhondda Council bitterly resented its loss of independence<sup>8</sup>.

The Rhondda U.D.C. was the only example in Wales of an excepted district established by schemes of divisional administration authorised by the Education Act, 1944<sup>9</sup>. The Rhondda Scheme was approved by the Minister of Education on 4 February 1946<sup>10</sup> and the following is a brief summary of its main features.

The Rhondda Excepted District was the Rhondda U.D.C.<sup>11</sup> which was required to appoint an education committee comprising twenty two Rhondda Council representatives, three nominated members of the Glamorgan County Council and five other members<sup>12</sup>. The functions and powers of the Rhondda Education Committee were to be decided by the Rhondda U.D.C.<sup>13</sup>.

A substantial measure of delegation was granted to the Rhondda U.D.C., as the Excepted District, although the delegation was subject to both general and specific conditions<sup>14</sup>. In particular all delegated functions and powers were to be exercised as a duty on behalf of the County Council<sup>15</sup> and the Excepted District was also obliged to comply in all respects with the Education Act, 1944 and with any regulations or directions made or given by the Minister of Education<sup>16</sup>. The excepted district also had to comply with general County Council regulations with a view to conforming with the practice of the County Council in the rest of the administrative County<sup>17</sup>.

In matters of finance the Excepted District was wholly dependent on the County Council being statutorily prohibited from borrowing money or levying an education rate<sup>18</sup>. In all other respects estimates of income and expenditure on Revenue Accounts and receipts and payments on Capital Account, and supplementary estimates

exceeding £50 per item, were subject to County Council scrutiny and approval<sup>19</sup>.

Control of establishment matters was vested in the County Council<sup>20</sup> including the appointment of the District Education Officer whose services were performed whole time for the excepted district<sup>21</sup>.

Disputes or disagreements between the excepted district and the County Council were to be determined by the Minister of Education<sup>22</sup>.

### Summary

The Rhondda U.D.C., as an excepted district, had extensive delegated powers under the approved Scheme of Divisional Administration but the powers granted were circumscribed by a duty to conform with national and County Council regulations and were also subject to the control of the County Council in a number of key areas.

It needs to be emphasised that, prior to 1946, the Rhondda U.D.C. had exercised a major role in education and had not been subject to the direct control or interference by the Glamorgan County Council. The emergence of the Rhondda U.D.C. as an excepted district and subject to the dictates of the Glamorgan County Council was, therefore, to be a new experience. The vital question was whether or not the Rhondda U.D.C. would tolerate its new role thus enabling the two authorities to unite in concerted action to meet the Rhondda area's educational needs after 1946?

### Review of Education Administration in the Rhondda Area, 1946 to 1974

The new Rhondda Education Committee was formally appointed on the 8 May 1946<sup>23</sup> and held its first meeting on 14 May<sup>24</sup>.

The Education Committee's first major task was to overcome the lag caused by war conditions, as far as economic circumstances permitted, but it faced the future with confidence. The Rhondda Council and its



Committees had always been in the van of municipal progress and the conditions and problems caused by the transition from war to peace were seen as a challenge<sup>25</sup>.

The transition from war to peace, however, was just one of several major challenges facing the Council and its Education Committee. Other challenges lay in the fact of a declining general and school population<sup>26</sup>, the changing industrial face of the Rhondda<sup>27</sup>, the scarcity of land for educational purposes<sup>28</sup> and the fact that religion in the valley was losing its place in the lives and habits of the people<sup>29</sup>.

While these challenges had educational implications and were matters of some concern to the Rhondda Council and Education Committee, the most important challenge of all was the capacity of the Authority to maintain and consolidate its past progress and achievements. The new administrative system, however, afforded less independence in the formulation of education policy and the period 1946 to 1974 was typified by the Rhondda Authority's disenchantment with its role in divisional administration even as an excepted district. Convinced that the powers of policy-making and administration should be entrusted to the local level, and committed to serving the educational interests of its school population, the enforced partnership with the Glamorgan County Council was inevitably characterised by the same attitudes of stubborn determination and independence which had persisted with its predecessors. Whether in relation to the Ministry of Education or the Glamorgan County Council the period 1946 to 1974 was a mirror reflection of the period 1903 to 1946 in terms of bitter dispute and conflict.

After, 1946, the delegated powers authorised by the original scheme of Divisional Administration for primary and secondary education were soon enhanced by additional, though limited, powers for further education approved by the Minister of Education on 10 June 1948<sup>30</sup>. This achievement was the fulfilment of an earlier promise made in this respect by the Minister<sup>31</sup>. The preliminaries to the final

agreement on delegation were, however, marred by at least three matters of conflict between the Rhondda and Glamorgan Authorities with the Minister acting as arbiter.

Firstly and fundamentally, the Rhondda Council and Education Committee challenged the extent of the County Council's controlling powers<sup>32</sup>. Secondly, the County Council opposed the Rhondda Education Committee's proposals to establish local community centres; and, thirdly, the County Council strongly objected to the intended intrusion of the Rhondda Education Committee into County territory through the establishment of holiday camps and classes outside the Rhondda area<sup>33</sup>. In respect of the last two issues the Minister supported the Rhondda case and, in particular, readily conceded that holiday camps and classes would be of no real benefit to the Rhondda inhabitants if confined within the district's boundaries<sup>34</sup>. The County Council, however, won its case on its powers of control, and major initiatives of the Rhondda Authority could be vetted and approved by the County Council although other matters were for local decision<sup>35</sup>.

By the summer of 1948, and within two years of its emergence as an excepted district, the Rhondda Council was thus responsible, under delegated powers, for primary, secondary and certain aspects of further education.

It is clearly evident that the Rhondda Council felt that delegation was an unsatisfactory arrangement and could inhibit the Council in fulfilling its ideals and aspirations. On the other hand it was also evident that the Council, when circumstances justified, held no fears over infringing the Scheme of Divisional Administration or of provoking controversy if the matter at issue was in the area's best interests as it saw it.

The disputes and disagreements with the Glamorgan County Council were many. Some were matters of policy; others were purely administrative. Some even arose before the Scheme of Divisional

Administration was formally operating; others arose a quarter of a century later. Some were of brief duration; others were very prolonged. In many cases the issue raised was incompatibility between Rhondda and County practices; in others the issue was the scope of the Rhondda Council's powers under the approved Scheme. Unless formal disputes were declared the Minister of Education was sometimes reluctant to intervene.

Underpinning the disagreements was the Rhondda Council and its Education Committee's very strong feeling of alien interference by an outside body whose administrative centre was at Cardiff and which, therefore, represented administration from without which lacked the ability to be responsive to local conditions and opinions<sup>36</sup>. Table 46 lists a selection of the disputes indicating the point at issue and where possible, the period of the dispute.

Considering the number of disputes it is, perhaps, surprising that, at times, the two Authorities were in complete agreement. For example, the County Council voluntarily delegated powers under the Children and Young Persons Act, 1933<sup>37</sup> and the Rhondda Council adopted County policy and practice in respect of parental grammar school agreements<sup>38</sup>, school transport<sup>39</sup>, teaching of Welsh in primary schools<sup>40</sup>, retiring age for head teachers<sup>41</sup>, unified income scales for grants<sup>42</sup> and County policy in respect of distinctive school clothing grants<sup>43</sup>.

Despite these areas of agreement the Rhondda Council clearly had an almost insatiable appetite for increased powers and autonomy preferring to be the single truly local body not only for the education service but for local government functions generally. It was thus very critical of, and was frustrated by, having to share responsibilities with the Glamorgan County Council.

The following more detailed reviews of selected disputes add weight to the Rhondda Council's claims, *inter alia*, to be released from administrative arrangements for education which linked it with a

County Authority whose interests rarely coincided with those of the local Council<sup>44</sup>. The disputes examined relate to nursery education, the Rhondda Education Centre at Bronllwyn Secondary School, the constitution of the Governing Body of the Rhondda College of Further Education and the dismissal of part-time cleaners at the Upper Rhondda County Secondary School.

### Nursery Education

The local policy of the Rhondda Education Committee relating to nursery education provoked criticism from both the Glamorgan County Council and the Minister of Education, later the Secretary of State. An understanding of the legal context is necessary as background to this particular issue. The legal context takes two forms: that provided by the Education Act, 1944 and that prescribed by the Scheme of Divisional Administration.

Briefly summarised, the Education Act, 1944 transformed the earlier discretionary powers of local education authorities to provide nursery education, from the age of two upwards, into a mandatory duty<sup>45</sup>. The Minister of Education was himself under a statutory duty to secure the implementation by local education authorities of the national policy<sup>46</sup>.

The Rhondda Scheme of Divisional Administration empowered the District Council to exercise, on behalf of the County Council, the functions relating to primary education<sup>47</sup> which, as defined by the Education Act, 1944, included the need to provide for pupils under five years of age either in nursery schools or classes<sup>48</sup>.

In discharging its responsibilities the Rhondda Council was obliged to comply with the provisions of the Education Act, 1944, and the regulations and practices of the Glamorgan County Council<sup>49</sup>.

Historically, the Rhondda U.D.C. had figured prominently in the development of nursery education despite the discouragement of

successive Governments before 1946 whose national policy inhibited such provision. The achievements of the Rhondda Council in this respect have already been noted in the review of the period 1903 - 1946. In particular its two nursery schools at Ynyscynon and Alaw were the early examples of successful experimentation which became the models for other education authorities to follow<sup>50</sup>.

Such experimentation had demonstrated, so far as the Rhondda Council was concerned, that the age range of two to seven years of age was the ideal local provision which should be made<sup>51</sup>. Although the Ministry of Education had, during the war years, formally refused applications by the Rhondda Education Committee for the admission of children under three years of age, the popularity of nursery schools, evidenced by the long waiting lists for the Ynyscynon and Alaw schools, persuaded the Committee to continue its policy of admitting children from two years of age and, despite Ministry policy, war time nurseries were in fact established in several parts of the Rhondda. After 1944, the Committee agreed that this type of provision should be adopted as general policy<sup>52</sup>. The original scheme for nursery education was accordingly resuscitated and adjusted to suit future anticipated needs and was submitted to the County Education Authority for approval<sup>53</sup>.

By May, 1947, following a delay of six months, which the Rhondda Council and the local press found inordinate and irksome, it became clear that fundamental disagreement existed between the two Authorities over the issue of nursery education and its place in the Rhondda Education Development Plan<sup>54</sup>. In order to resolve the matter a sub-committee of the County Education Committee was appointed to confer with representatives of the Rhondda Education Committee. So far as nursery education was concerned the policies of the two Authorities conflicted. On the one hand the County's policy was to refuse the admission of pupils between the ages of two and three years whereas the Rhondda policy, following long established practice, proposed to allow such admissions with ultimate transfer to infants schools when proper facilities became available<sup>55</sup>.

The advice of the Ministry of Education was that provision for children under five years of age could take several forms including nursery schools with an age range of two to seven years. The Rhondda Committee's proposed policy was thus consistent with Ministry guidelines although the Ministry still regarded such arrangements as experimental<sup>56</sup>. It was claimed, fairly, however, that, in view of the Rhondda Committee's record, it had passed out of the experimental stage. Notwithstanding the conflict with County policy and ignoring the obligation to conform under the Scheme of Divisional Administration, the Rhondda District Education Officer strongly advised the Rhondda Education Committee to stand firm in support of its proposal which appeared to have the support of the County Director of Education<sup>57</sup>.

The Scheme of Divisional Administration both condoned and authorised the Rhondda Committee's policy in one special respect. Until regulations were made by the County Council, the Rhondda Council was, in fact, required to conform to the practice operating in the Rhondda area prior to the 1 April 1945. Its policy for nursery education was, therefore, unimpeachable unless, under the Scheme, the County Council decided differently<sup>58</sup>. Although the records do not offer tangible evidence to support the view, it was probably the power to continue past practice which so frustrated the County Council.

In support of its policy the Rhondda Council cited its past experience and record and the fact of current local demand. The provision of nursery education from two years of age had proved most attractive to parents<sup>59</sup>. In reply, the Chairman of the County Education Committee, refusing to be drawn into educational debate, repudiated the Rhondda policy on the ground that, contrary to the requirement in the Scheme of Divisional Administration (Clause 11), the Rhondda Education Development Plan had been drafted without consulting the County Council<sup>60</sup>.

No formal agreement to the Rhondda Council's policy appears to have

concluded by 1952 although, in practice, the policy was nevertheless being implemented and the Rhondda Council still stubbornly persisted in retaining the policy in its Development Plan. Its amended Plan, in 1952, included provision for six nursery schools for the age range of two to five years and, furthermore, the Plan continued to offer facilities at its model Ynyscynon and Alaw schools for the ages two to seven years. The Council was, therefore, clearly determined to continue a local policy which had been operating for upwards of fifty years<sup>61</sup>.

The Council's policy, apart from an important difference, also complied with the revised Ministry of Education Regulations which, in defining standards for school premises, re-defined nursery schools and classes as providing for the age groups two to five years. The important difference, and in defiance of the regulations, was the Council's policy to persist with the age range of two to seven years at its two model nursery schools<sup>62</sup>.

In 1954, the Rhondda Council's policy of admission to nursery schools and classes from two years of age was further threatened by Ministerial policy. The Minister of Education had become concerned over the question of oversize classes and sought to alleviate the problem by advising a reduction in the numbers of children below the compulsory school age of five years. Education Authorities were warned that a good opportunity would be lost if admissions of children under five years of age were too readily acceded to. The Minister felt that it was of paramount educational importance to restrict the numbers which, otherwise, would militate against effective teaching elsewhere in the nursery schools<sup>63</sup>. Demonstrating commitment to the policy the Minister subsequently heavily criticised the Rhondda Council's policy at its two model nursery schools as being overgenerous<sup>64</sup>. None the less the Rhondda Council's policy continued and, by January 1957, the number of children under five years of age still receiving nursery education in its schools totalled 1,792<sup>65</sup>.

Three years later the Council's policy suffered renewed attack when

quota restrictions were imposed by the Minister. In order to satisfy the quota restrictions, the Minister suggested that local solutions could be found by abandoning full-time nursery education and substituting education on a part-time basis on a two shift morning and afternoon system<sup>66</sup>. The Rhondda Council complained bitterly that this was a retrograde step and was a denial of opportunity for the education of children under five years of age. The Council immediately pressed for modification of the restrictions<sup>67</sup> and canvassed the support of the two Rhondda M.P.s who raised the matter with the Minister<sup>68</sup>. The basis of the approach was the fact that parents were still demanding that their children commence their education as early in life as possible<sup>69</sup>.

The reply of the Minister to Iorwerth Thomas, M.P., was negative and strongly expressed. In view of teacher shortages no concession could be given to any individual authority as the needs of children of compulsory school age was a first priority. The adoption of the part-time two shift system was urged<sup>70</sup>.

The Rhondda Committee, disappointed with the Minister's response, continued to press the case through M.P.s insisting that special consideration applied in the Rhondda area. In the circumstances its policy of full-time nursery education would be maintained<sup>71</sup>.

The Minister remained unmoved and the Rhondda Committee, therefore, demanded that a deputation be received<sup>72</sup>. The request was met by a strong rebuke on the grounds that, as nursery education was not regarded as a matter falling within the scope of delegated powers, the Rhondda Committee had no right of direct approach<sup>73</sup>. Nevertheless the Committee stubbornly persisted and the Minister gave way. The deputation was met by the Minister's Parliamentary Secretary, Christopher Chataway, who simply reiterated the Minister's views and urged that national policy be implemented. The Rhondda deputation retorted that its local policy would still be adhered to<sup>74</sup>.



During the 1950's and 1960's national policy was directed towards reducing the number of pupils under five years of age in local authorities' schools<sup>75</sup>. The policy had no impact in the Rhondda area where the Council continued its practice of admitting children from two years of age<sup>76</sup>. The Glamorgan County Council's policy was less generous<sup>77</sup> and, in an effort to go some way towards meeting national policy, drafted its long delayed County Regulations which, inter alia, prohibited the admission of children from two years of age. The Regulations thus directly conflicted with the Rhondda's practice. Notwithstanding its duty to comply with County Regulations under the Scheme of Divisional Administration<sup>78</sup> the Rhondda Council resolved unequivocally:

that, where the County Regulations are at variance with the Council's policies and practice, they should be amended to conform to the local position. Meanwhile, the Council's practice of admitting children from two years of age will continue<sup>79</sup>.

The Rhondda Council was committed to expanding its nursery education provision but found that economic conditions were delaying further progress. A deputation of the Rhondda Education Committee met with officials of the Ministry of Education on 12 May, 1970<sup>80</sup> and, on this occasion, the Ministry's attitude was more helpful. The deputation was advised that assistance was possible from the Urban Aid Programme<sup>81</sup> and, seizing on this opportunity, a successful application for assistance was made although the funds allocated were conditional on their use for priority areas to be agreed with the County Council<sup>82</sup>.

A general review of nursery education provision since 1946 showed that the commitment of most local education authorities was very fragile. This was hardly surprising due to the ambivalence of the Ministry of Education which was acutely aware of the statutory duties in this respect but nonetheless exhorted a policy of active discouragement<sup>83</sup>. The Rhondda Council, however, actively and strongly

pursued its aim of providing nursery facilities, including the admission of two year olds, and did so in defiance of both revised Ministry guidelines and County Council regulations. Paradoxically it was singled out by the Ministry of Education as the best example of a tradition in nursery education which had been successfully maintained and never reversed<sup>84</sup>.

Following local government reorganisation in 1974 the Rhondda Council lost its delegated powers as an excepted district and ceased to have an educational role. Education in the Rhondda area, thereafter, was under the total control of the Glamorgan County Council<sup>85</sup>. The Rhondda Education Office, however, was taken over by the County Council as a divisional office for the County's administration with a clear obligation to carry out the County's education policies in the area. However, an analysis of Rhondda school population in January, 1975 revealed that the local practice of admitting children of two years of age to nursery schools and classes persisted<sup>86</sup>. A local tradition which had been maintained for well over half a century was clearly difficult to break and the practice continued until brought to an end by vigilant County Hall officials.

The nursery education issue drew attention to the conflict between the policies and practice of the Glamorgan and Rhondda Authorities. A similar conflict arose over the matter of an education centre for the in-service training of teachers at the Bronllwyn Secondary School.

#### The Bronllwyn Secondary School Dispute

This dispute between the Glamorgan and Rhondda Authorities centred on the policy decision of the Rhondda Education Committee to establish an education centre for the in-service training of teachers.

Following national encouragement for the establishing of education

centres<sup>88</sup> and with the active support of H.M. Inspectors and the Rhondda Borough Education Officer, the Rhondda Education Committee decided to establish a centre and the choice of a suitable location was discussed<sup>89</sup>. Earlier reports to the Committee had drawn the Committee's attention to the empty premises vacated by the Bronllwyn Secondary School which, because of lack of use, were deteriorating<sup>90</sup>. Given advice that remedial work would render the premises suitable for re-use as an education centre the Committee agreed that the school premises would be an ideal choice and asked the Borough Architect to carry out the necessary repairs and alterations<sup>91</sup>.

Subsequently chief officers of the Rhondda Borough Council<sup>92</sup> conferred with the Borough Education Officer on the coding of the expenditure to be incurred. The Education Officer disagreed with their view that the expenditure should be coded to education centre purposes and argued strongly that the cost of the remedial work should be charged to secondary education and his advice was accepted<sup>93</sup>.

Up to this time discussions on the inauguration of the education centre, and the use of the former Bronllwyn Secondary School premises for the purpose, had been confined to the Rhondda Authority. Yet the Clerk to the County Council<sup>94</sup> wrote to the Rhondda Town Clerk repudiating the expenditure on the school premises and, consequent upon instructions from the County Council, invoked the County's powers under the Scheme of Divisional Administration, and gave notice that the expenditure was disallowed being an infringement of the Scheme<sup>95</sup>.

The County Council relied upon clauses 13 and 37 of the Scheme. In the former case elaborate procedures were laid down by which the County Council could control the expenditure of the Excepted District. In particular the powers available authorised the County Council to either approve or disapprove expenditure but, in respect of items disapproved, it was the duty of the County Council to give reasons and, thereafter, to consider any representations made

by the Excepted District<sup>96</sup>. In the latter case, the Scheme authorised the Excepted District to undertake repairs and alterations to school premises but the prior approval of the County Authority was required in each case and any conditions could be attached to the approval, if given<sup>97</sup>.

Clearly frustrated by the decision of the County Council the Borough Education Officer complained that the involvement of the County Council at this stage was premature given that the discussion so far had only been at the local level<sup>98</sup>. Whether or not it was the intention of the Rhondda Authority to seek the approval of the County Council to its plans for an education centre is not clear from the official records. Doubts, however, can be raised by the fact that the expenditure coding disguised its true purpose and, furthermore, six months had already elapsed between the date of the decision in March to establish the centre and the County Clerk's letter of 29 September 1966.

The Borough Education Officer, in his report to the Primary and General Purposes Sub-Committee, also commented that the decision of the County Authority to question the establishment of the Rhondda Education Centre, by invoking what, in his view, amounted to an ambiguous interpretation of the approved Scheme of Divisional Administration, was without precedent. Furthermore, the expenditure should properly be regarded as secondary education maintenance and clauses thirteen and thirty seven were irrelevant. The admitted advance supply of furnishings was defended on the ground that they could be used by the Bronllyn School when it re-opened<sup>99</sup>.

The Sub-Committee endorsed the views of the Borough Education Officer and expressed astonishment that the County Authority could take such a decision without affording the Rhondda Education Committee an opportunity to respond. It also hadn't escaped the Committee's notice that the County Clerk's letter of rejection was dated the 29 September 1966 although the County Education Committee's decision wasn't taken until a few days later on 4 October. It

transpired, however, that, in order to effect a speedy decision, the Chairman of the County Education Committee had used his powers under County Council Standing Orders to authorise the decision communicated<sup>100</sup>. The Rhondda Education Committee resolved that the decision ought not to be used to inhibit an important educational development and that the County should be requested to reconsider its decision<sup>101</sup>.

The Welsh Committee of the National Schools Council which had encouraged the establishment of centres for the in-service training of teachers, meanwhile, asked the Rhondda Authority whether definite steps were being taken to launch a teacher education centre in the Rhondda area. The Rhondda Education Committee, which included representatives of the County Council, approved the substance of the Borough Education Officer's draft reply. The approval was not unanimous, however, for the County representatives supported the County Council's decision to reject the expenditure incurred and refused to condone the Committee's action<sup>102</sup>.

In view of the continuing deterioration of the Bronllwyn School premises and conscious of the fact that, at that time of the year, November, remedial work was likely to be delayed thereby aggravating the maintenance problem, the Borough Education Officer wrote to the Town Clerk requesting that he re-contact the County Clerk<sup>103</sup>. The Town Clerk did so on 28 November<sup>104</sup>. No reply was received and the Rhondda Education Committee pressed for representation to be made to the County Council as the repair work was now urgent<sup>105</sup>. At County level the matter was referred to one of the major Sub-Committees of the County Education Committee<sup>106</sup>.

The official lines of communication between the two authorities seemed to have been temporarily suspended when the Town Clerk noted a local newspaper report that a meeting of members of the two authorities was imminent. The Town Clerk wrote to the County Clerk querying the position<sup>107</sup>. The County Clerk's reply confirmed that a meeting was being arranged and that, in preparation for the meeting,

details were required of the costs of repair and renovation work which had so far been incurred. The Rhondda Authority was also invited to explain which elements of the expenditure it felt entitled to spend without the County's prior approval<sup>108</sup>. The relevant details were agreed and the Rhondda Authority appointed its representatives for the meeting<sup>109</sup>.

Urgent consultations between Rhondda Council officials then took place and the Borough Education Officer repeated his view that clauses thirteen and thirty seven of the Scheme were irrelevant to the issue. Furthermore, conceding the point that the County Authority was entitled to be advised of those items of expenditure which did not require the County's prior approval, he maintained that all proposed expenditure came within this category<sup>110</sup>. In support of his views he subsequently provided the Town Clerk with a copy of the Department of Education and Science Regulations which allowed discretion to local education authorities in allocating costs for repair and maintenance work<sup>111</sup>. Armed with this information the Town Clerk immediately wrote to the County Clerk complaining about the reluctance of the County Authority to support the Rhondda case and expressed surprise at County attitudes which, on this particular issue, were without precedent. In his view the actions of his Authority were justified and were condoned by Ministry Regulations<sup>112</sup>.

In order to review and consolidate their position on the dispute a meeting of the Rhondda deputation and Chief officials was held at the Bronllwyn School on 28 February 1967 and the meeting between the two Authorities was fixed for 23 March at the County Hall in Cardiff<sup>113</sup>.

Confident in the merits of their case and presuming, therefore, that agreement would be reached at the joint meeting, the Rhondda Education Committee appointed a Steering Committee for promoting the Education Centre at the Bronllwyn School<sup>114</sup>. The morale of the Rhondda Authority was immensely boosted when, following an 'inspection' of the Bronllwyn School, the Chairman of the County Education

Committee orally intimated that the venture would be supported and accordingly it was decided, prior to the joint meeting, to make immediate arrangements to bring the Centre into use<sup>115</sup>. The County Director of Education had already been forewarned of this decision<sup>116</sup>.

The Steering Committee proceeded with arrangements to make the Centre operational<sup>117</sup> but the optimism of the Rhondda Authority for an early formal settlement of the dispute suffered two setbacks. Firstly, the joint meeting of the two authorities was postponed because the Chairman of the County Education Committee couldn't attend<sup>118</sup>. Secondly, at the re-convened meeting on 12 July, the County Authority changed its tactics. The meeting was due to discuss the legitimacy of the expenditure incurred on repairs and maintenance at the Bronllwyn School but the Chairman of the County Education Committee abandoned this issue and raised, instead, the more fundamental issue that the proposed use of the school was a change of education policy which required County approval. The Town Clerk accordingly wrote in very strong terms to the County Clerk complaining about the change of tactic and insisted on knowing the County's precise views<sup>119</sup>.

The reply of the County Clerk was equally strong and insistent. The remarks of the Chairman had clearly been misunderstood for, in fact, the apparent change of policy, as far as the County was concerned, had been the substance of the dispute from the beginning. In the circumstances the legitimacy of the expenditure could not be justified by reference to secondary education and the approval of the County Council for the revised policy was still necessary<sup>120</sup>.

The Town Clerk thereupon referred the matter for full consideration by a special committee on November 1st and subsequently continued strongly to defend and justify the expenditure as being consistent with past unchallenged practice. In his view there was a misunderstanding by the County Authority of the position and, accordingly, it was now presumed that the matter was finally closed and that the

costs incurred would be met by the County Council<sup>121</sup>.

The Rhondda Education Committee endorsed this view and argued that no change of policy had occurred in that the proposal for an education centre was merely a continuation and consolidation of a long established local policy. The purpose of the use of the Bronllwyn School was to concentrate facilities and resources into a single unit. Supporting the conclusion of the Town Clerk that the matter, at last, was now finally resolved, the Committee instructed the Borough Architect to further execute whatever repairs were still necessary to maintain the school fit for its purpose as an education centre<sup>122</sup>.

The County Council didn't respond to the Town Clerk's letter of 1 November 1967 and, six months later, the Town Clerk repeated his request for County Council sanction of the expenditure incurred<sup>123</sup>. Two weeks later the sanction was given<sup>124</sup>.

The dispute, from the time the Rhondda Education Committee decided to launch the centre in March, 1966 to the final agreement reached in May, 1968, thus ended in the Rhondda Authority's favour after over two years of argument. Yet it is typical of the Rhondda Authority's stubborn determination that the Education Centre was actually opened in the summer of 1967. Since that time many visitors, including some from overseas, visited the Centre and paid tribute to the Authority's foresight in providing excellent facilities for the in-service training of teachers<sup>125</sup>. The Centre was among the first in Wales established for this purpose<sup>126</sup> and it is evident that the Rhondda Authority chose to ignore similar provision being made by the Glamorgan County Council at its Duffryn Education Centre and for which it was highly commended by the Gittins Report<sup>127</sup>. The Rhondda Authority also, in effect, subsequently rejected the recommendation in the Report that there was an urgent need for the co-ordination of such provision by local education authorities in Wales<sup>128</sup>. The inauguration of the Centre in the Rhondda area was welcomed by a relieved Borough Education Officer who publicly commented that, had the Authority not moved when it did, plans for



the Centre would undoubtedly have been put back for at least three years due to adverse economic conditions<sup>129</sup>.

The origin of the Centre arose from discussions over the future use of the Bronllwyn Secondary School which took place in September, 1964. Early in 1965, and, therefore, concurrently with the Education Centre issue, another dispute arose with the Glamorgan County Council over the constitution of the Governing Body of the Rhondda College of Further Education and the subsequent appointment of a new Principal.

#### The Rhondda College of Further Education Dispute

Further education, essential to the well being of an industrial community like the Rhondda, developed in the valley in the early years of the present century through the provision of evening classes organised at various centres. A secondary technical school established in 1924 later extended its role to offer facilities for young workers released from industry and, therefore, formed the basis of the future College of Further Education<sup>130</sup>. By 1948 the Rhondda Technical School had been inaugurated at three separate units: The Rhondda Technical School, Clydach Court and Crawshay Villa. Following the suggestion of the Ministry of Education that the three units should be recognised as a single establishment, the Rhondda Technical Institute was formed<sup>131</sup> and, ten years later, in December, 1958, the Institute was formally re-designated as a College of Further Education<sup>132</sup>.

The Management of the College was initially entrusted to a sub-committee of the Rhondda Education Committee pending new articles of government but, thereafter, management was through the new Governing Body under the aegis of the Glamorgan County Council. The Rhondda Education Committee merely nominated a number of the Governors<sup>133</sup>. In view of the Rhondda Authority's long association with the development of further education in the district and its pioneering role which led to the inauguration of the College of Further Education, the Council and Education Committee were frustrated by

their limited involvement and expressed a strong desire to have more control over further education in the area<sup>134</sup>.

The background described lay behind the dispute with the County Council over its proposals to revise the constitution of the Governing Body although it was not the first disagreement to arise in respect of the institution or its forerunners. In October, 1945 the two Authorities were in conflict over the appointment of a workshop attendant at the Rhondda Technical School which lasted for over twelve months<sup>135</sup>. The Authorities again clashed in 1958 when the Rhondda Further Education Committee wished to inaugurate a full-time pre-apprenticeship course at the same institution. The County Council approved the proposal in principle but gave permission strictly for one year only as it was similar to an experiment already being conducted elsewhere in the County<sup>136</sup>.

The dispute over the constitution of the Governing Body commenced early in 1965 when notice was given by the County Council that it was proposing to revise the constitution along lines which favoured the County at the expense of the Rhondda Authority. The proposal was rejected out of hand by the Rhondda Education Committee<sup>137</sup>.

Over the next twelve months correspondence between the two Authorities failed to reach a basis for agreement and neither was prepared to concede any ground. Their entrenched positions inevitably resulted in an appeal to the Minister of Education for settlement of the dispute<sup>138</sup>.

The Minister's reply indicated his reluctance, at this stage, formally to resolve the matter in favour of one or the other but it was nevertheless evident that his sympathies lay with the County Council. The Minister reminded the Rhondda Authority of the provisions of the Further Education Regulations, 1959 and of his advice in Circular 7/59 and also pointed out the pertinent clauses in the approved Rhondda Scheme of Divisional Administration for Further Education<sup>139</sup>.

The relevant clauses in the 1959 Regulations stipulated that it was for the local education authority (the County Council) to constitute the Governing Body and this principle was also endorsed by Circular 7/59. The Rhondda Further Education Scheme limited the Rhondda Authority's powers of nomination to such proportion of the Governing Body as was agreed with the County Council<sup>140</sup>.

Both the 1959 Regulations and Circular 7/1959 also placed major emphasis on the need for substantial representation on the Governing Body for industrial, commercial and other interests who should account for at least one third of the Governors<sup>141</sup>. However, it was clear that the major concern of both Local Authorities was to arrive at an agreed composition which secured, for one of them, a controlling majority on the Governing Body.

The County Council had proposed that the constitution of the Governing Body should be: all members of the County Council either representing, or residing in, the Rhondda area; the Rhondda Council representation was to be only one half of the County representation; plus co-option of outside representatives not exceeding one third of the total membership<sup>142</sup>.

The Rhondda Council submission to the Minister forcibly pointed out that for the past eleven years, since the opening of the College, it had been the uninterrupted practice, presumably tolerated up to this time by the County Council, for the Governing Body to be dominated by twelve members of the Rhondda Council aided by three co-optees. The County Council appeared to have had no representation during this period. The Rhondda Council accordingly stubbornly insisted that the established practice should continue but the Minister found this proposal unacceptable because it was not in accord with the spirit of the 1959 Regulations, Circular 7/59 or the Rhondda Further Education Scheme. The Minister, therefore, invited the Rhondda Authority to reconsider its position and to accept the need to vary the constitution of the Governing Body along the lines proposed by the County Council<sup>143</sup>.

The predictable response of the Rhondda Council was to defer the matter until such time as enquiries could be made of their colleagues on the National Association of Divisional Executives which included other excepted districts in England<sup>144</sup>.

The information subsequently received did not help the Rhondda Council's case because the general practice both substantiated and confirmed the proposals of the County Council. Repudiating the general practice, however, the Council recommended what amounted to the opposite of the County's proposals for local authority representation by insisting that the composition should be ten of its own representatives with the County Council members restricted to one half of this number<sup>145</sup>.

The Rhondda Education Committee's recommendation was forwarded to the Minister but only served to provoke further retaliatory correspondence between all three parties - the Minister, the County Council and the Rhondda Council. In an effort to press its case the Rhondda Council sought to impose a deputation on the Minister<sup>146</sup> but this intention was blocked as the Minister felt that, in the circumstances, it would not be proper to receive the deputation. Instead, he decided that it was time the dispute was concluded and ruled in favour of the County Council's proposals<sup>147</sup>.

The rebuff for the Rhondda Council was further aggravated by a letter from the County Clerk who advised that, in view of the Minister's decision, the existing Governing Body of the College was suspended and no further meetings would be convened until the first meeting of the re-constituted Governing Body<sup>148</sup>.

Despite the Minister's ruling, however, the Rhondda Council stubbornly and determinedly pursued its case at the County level by seeking a meeting with the Chairman of the County Education Committee. Information had been brought to its notice that, contrary to the general practice elsewhere, one excepted district authority, Lowestoft, had successfully negotiated preferential articles of government with

its County Authority and was supportive of the Rhondda case. The Lowestoft experience could, therefore, be a ground for renewed pressure<sup>149</sup>.

The Chairman of the County Education Committee subsequently agreed to receive a deputation from the Rhondda Authority but, in the meantime, the Minister had addressed a further communication to the Council. In defending his decision as both fair and reasonable he expressed the hope, almost a plea, that the local Council would now co-operate fully in making a success of the new Governing Body<sup>150</sup>.

In October, 1967, the Rhondda Council, in fact, nominated its representatives for the Governors<sup>151</sup> on the basis of the revised constitution viz sixteen County members and eight Rhondda Councillors plus appointees from industry and commerce<sup>152</sup>. On this issue, at least, the dispute was over after almost two years of argument.

However, much to the chagrin of both the Glamorgan County Council and the Minister, a related dispute had already begun to emerge. The County Council declared its intention to itself appoint a new principal for the College of Further Education and the Rhondda Council immediately decided to challenge the decision, canvassed the support of local M.P.s and resolved to send a deputation to the Minister<sup>153</sup>. The crux of the fresh dispute was the absence of any 'Rhondda man' on the short list. The misgivings and frustrations of the Rhondda Council in this respect were exacerbated by the persistent refusal of the County Council to supply details of the candidates' background, experience and qualifications<sup>154</sup>.

This dispute lasted another twelve months but, in the end, the will of the County Council prevailed<sup>155</sup>. In order to emphasise the fact that the Rhondda Council no longer had a major role in managing the affairs of the College of Further Education the County Council had previously been forced to state that the Governing Body was not a sub-committee of the Rhondda Education Committee, despite the attempts of the Rhondda Council to behave as if this was so, and the Governors

were responsible to, and were controlled by, the County Council<sup>156</sup>.

Following on the rebuff over the constitution of the Governing Body this latest snub was a bitter blow for the Rhondda Council and Education Committee which had pioneered the College for over thirty years. The snub only served to confirm the truth that the Rhondda Council had lost control<sup>157</sup>.

The Rhondda Council and Education Committee were also, at this time, locked in dispute with the Glamorgan County Council over the reinstatement of part-time cleaners at the Upper Rhondda County Secondary School. On this issue the Rhondda Council were more successful.

#### The Appointment and Dismissal of Par-time Cleaners at the Upper Rhondda County Secondary School

It is, on the face of it, inconceivable that the Glamorgan and Rhondda Authorities should become engaged in a prolonged dispute over the appointment and dismissal of part-time cleaners a matter which, in normal circumstances, would not rank high on a list of agenda items. The circumstances, however, were not normal. Local conditions at the Upper Rhondda Secondary School, brought about by extensive building work, convinced the Rhondda Borough Council that the continued employment of three part-time cleaners was essential for the well-being of the school which was threatened by strike action and the possibility of school closure. The dispute, which lasted for over three years, focussed on, and was a challenge to, the undoubted right of the County Council to control establishments at its educational institutions. The stubborn and determined resistance of the Rhondda Borough Council against a decision, by the County Council, to dismiss the three cleaners was at the heart of the dispute.

Responsibility for establishment matters, under the Scheme of Divisional Administration, was shared between the two Authorities. Overall policy, and the control over establishments, resided in the

County Council<sup>158</sup>. The County Council could also require the Borough Council to dismiss any officer from its service unless notice was given by the Borough Council, within ten days of the requirement, that the matter had been referred to the Minister of Education. In this event, the Borough Council was not obliged to serve notice of dismissal unless the Minister so directed<sup>159</sup>.

Implementation of County establishment policy was the sole responsibility of the Borough Council which had the delegated power of appointments and dismissals<sup>160</sup>. In this respect, however, in view of the County Council's powers, the Borough Council acted merely as the County Council's agents. Exceptionally, the Borough Council had discretion to make temporary appointments (within the approved establishment) for up to three months to meet emergencies, provided that such appointments must, thereafter, be terminated unless the County Council otherwise agreed, either generally or in any particular case<sup>161</sup>.

Within the general provisions of the Scheme the Borough Council was, however, entitled to make recommendations or representations to the County Council with regard to any matter, whether delegated or not, which affected the education and welfare of the pupils in its district<sup>162</sup>.

Apart from this last opportunity the role of the Borough Council in establishment matters was, therefore, severely circumscribed and it was always at the behest of the County Authority. The dispute, however, clearly demonstrates how the Borough Council, by stubborn and determined pressure when local circumstances justified, could employ the tactic of representation to good effect, and deploy its own power resources, and, in the end, achieve a settlement to its own satisfaction.

The dispute originated in August, 1967. Extensive building work was in progress at the Upper Rhondda Secondary School which, because of the muddy state of access roads to school buildings, added to the burdens

of the cleaning staff. Yet, on the 18 August 1967, following a review of establishments, the County Council, through the County Director of Education, issued instruction for the immediate dismissal of three part-time cleaners<sup>163</sup>. Considering the conditions at the School the instructions for dismissal couldn't have been issued at a worse time. More to the point, moreover, the timing of the instruction couldn't have been less convenient for the Rhondda Authority since the County Council was aware of the long established practice of the Rhondda not to convene any meetings during the month of August. To add to the difficulties, the Borough Education Officer was away on holiday<sup>164</sup>.

In view of these circumstances, the action of the County Council effectively deprived the Borough Council of an opportunity to serve notice that the matter was being referred to the Minister of Education. It was not possible to meet the ten days limit for referral imposed by the Scheme<sup>165</sup>.

Since the problems at the School had earlier been reported to the County Authority by the School Governing Body, the Chairman of the Governors, when contacted, decided to refer the matter for consideration by the Governors at their next meeting. The Chairman was well aware of the conditions at the School and feared the consequences which would follow the dismissals<sup>166</sup>.

The Governors subsequently repudiated the intended dismissal of the cleaners on the grounds that conditions at the School would rapidly worsen with the arrival of the contractors who were to complete the final phase of the building programme. So, on 27 October 1967, the Governors pressed the County Council to reconsider its decision. The County Council refused to do so and stipulated that any payments made to the cleaners after the 31 August 1967 would not be met by the County Council<sup>167</sup>.

Up to this time the issue had remained at the County and Governors level and, notwithstanding the instruction issued by the County



Council, at no time did the Governors recommend to the Rhondda Borough Council that the dismissals should be carried out<sup>168</sup>.

Constitutionally, the Governing Body was not a Committee of the Borough Council nor even a sub-committee of the Rhondda Education Committee. It was an ad hoc body specially established for its purpose under Articles of Government made by Order of the County Education Authority under the Education Act, 1944<sup>169</sup>. Owing to the Governing Body's tenuous links with the Rhondda Borough Council, the Council was consequently unaware of the situation which had arisen until the County Council's letter, rejecting responsibility for the payment of the cleaners' wages, was placed before it at its meeting on 29 November 1967<sup>170</sup>.

In view of the impasse between the Governors and the County Authority the Borough Council, conscious of the conditions at the School and aggrieved at the County's abandonment of responsibility for the cleaners' wages if not dismissed, decided to seek a meeting with County representatives. Its determination to press the matter was made very clear when it declared that any discussions would entirely be without prejudice to its right to report formally a dispute between the two Authorities to the Minister of Education should this become necessary<sup>171</sup>. The County Council ignored the request for the meeting and also failed to provide a prompt reply to a reminder sent on the 12 March 1968. On 4 April the County Clerk informed the Town Clerk that the County Council saw no purpose in agreeing to a meeting with the Borough Council<sup>172</sup>.

The Rhondda Council, no doubt by this time frustrated and exasperated by the reticence of the County Council and conscious of the fact that a delay of almost a year had already occurred, decided to bring the matter to a head and, under clause 18 of the Scheme of Divisional Administration, formally declared a dispute between the two Authorities. Formal notice of the dispute to the Minister of Education also protected the Borough Council's position which it had been unable to do so, earlier, under clause 16(b) of the Scheme, because of the

time limits. It now could take advantage of the formal declaration of the dispute to benefit from the provisions of the School's Articles of Government under which the Council was not obliged to serve notice of dismissal on the cleaners unless the decision of the Minister so required<sup>173</sup>.

Notice of the dispute was sent to the Minister by the Town Clerk on 24 May 1968<sup>174</sup>. The Minister was already embroiled in the dispute over the constitution of the Governing Body of the College of Further Education. Now that he was being called upon to adjudicate on the latest issue raised, it must have been with some relief that he was able to pronounce, on 24 July 1968, that the matter, in fact, was one for which he had no right of determination under clause 18 of the Scheme. In his view, the substance of the dispute was governed by clause 10 (1) of the Scheme of Divisional Administration which empowered the County Council to decide the establishment. Unless one Authority alleged that the other hadn't complied with the requirements of the Scheme there was no basis for a formal dispute. Given that, in this particular case, full control over establishment policy was vested in the County Council, there was no infringement of the Scheme and the matter ought not to have been referred to him for determination. Although 'opting out' of the dispute, but mindful of the Rhondda Council's duty to implement County establishment policy, the Minister advised that notice of dismissal should be served on the cleaners<sup>175</sup>.

The Minister's reply was reported to the Borough Council which expressed grave concern at his decision and, now that the dispute was one for local determination, it resolved that a deputation be sent to consult, as a matter of urgency, with the Glamorgan Education Authority. Furthermore, perhaps anticipating the reaction of the County Education Committee, it was agreed that the issue be referred to the full County Council should the deputation meet with any difficulties<sup>176</sup>.

In the meantime, as a consequence of the Minister's decision, the cleaners were formally dismissed as from the 28 September 1968<sup>177</sup>.

The procrastination of all parties to the dispute had delayed implementation of the County Council's instructions for dismissal for thirteen months! The County Council, despite its refusal to accept responsibility for payment of the cleaners' wages from the 31 August 1967, in fact did so up to the time of their dismissal<sup>178</sup>.

The termination of the part-time cleaners' appointments, however, presented the Borough Council with further problems. The full-time staff had announced that, unless additional cleaning help was provided that day, the 9 October 1968, they would cease work. Later that day they, in fact, withdrew their labour. Confronted with this situation and the imminent closure of the School, thus disrupting the education for some eight hundred pupils, the Rhondda Education Committee met that day and took an emergency decision, presumably under clause 10 (6), to reinstate the additional cleaners pending, and subject to, the desired meeting with the County Education Committee. Although the County Authority had already now modified its position and had agreed to the reinstatement of one of the cleaners, the Rhondda Education Committee decided, against the advice of the Town Clerk, that all three should be re-employed<sup>179</sup>. The County Council also reacted quickly to the emergency, under pressure, and agreed to meet the wages of the cleaners from the day after the strike action. The second additional cleaner was therefore, reinstated on that day and the third on 11 October<sup>180</sup>.

The emergency facing the Governing Body and the Rhondda Authority had forced the County Council's hand but there still remained the question of the permanency of the cleaners' appointment to cope with the ongoing adverse conditions at the School.

At the subsequent meeting of the two Authorities the Rhondda representatives continued to press the case for the retention of all three cleaners but no agreement was reached. The matter was referred by the County Education Committee to the County Establishment Committee and a decision was promised by the 23 October 1968.

The delay prompted the Rhondda Education Committee to announce that, pending settlement of the matter, the three cleaners would continue to be either re-appointed or reinstated<sup>181</sup>.

The Glamorgan Education Committee thus granted a further concession in agreeing to allow two of the cleaners to continue in employment, in view of the exceptional circumstances at the School, but only until Easter, 1969. The concession, however, was again qualified by the stipulation that any payments made to the cleaners was the responsibility of the Rhondda Authority as such payments were unacceptable to the County Council<sup>182</sup>.

The County Clerk, in communicating this decision, was very critical of the Rhondda Committee's attitude. A report, published in the Western Mail, had given the impression that the Rhondda Committee alone was attempting to deal with the problems at the School whereas the Authorities jointly were seeking a solution. More to the point the Rhondda Committee's decision to continue to retain the cleaners was taken against the advice of the Borough Education Officer and such action could not be condoned<sup>183</sup>. Ignoring the criticism, the Rhondda Education Committee decided to appeal against the County Council's decision on the payments issue<sup>184</sup>, and, in a further attempt to settle the dispute, a joint meeting of the two Authorities was fixed for 20 November 1968<sup>185</sup>. The meeting again proved negative and the Rhondda Committee demanded yet another meeting<sup>186</sup>.

The County Council subsequently decided to visit and inspect the School premises and representatives visited the School on 18 March 1967<sup>187</sup>. This act incurred the wrath of the Rhondda Authority for not only was the visit unannounced but the County Council had deprived local representatives of the opportunity of being present<sup>188</sup>. The report of the visit by the Head Teacher, however, at least conveyed the impression that the County representatives were unanimous in their view that the services of the cleaners should be retained and the Borough Education Officer was to be advised accordingly<sup>189</sup>. The Rhondda

Committee must have been sceptical of the possibility of further progress for it stubbornly resolved that, until such time as a more positive attitude was adopted by the County Council, the Borough Education Officer was to take instructions only via the School Governing Body or itself. Furthermore, should the County Council see fit to dispense with the cleaners' services, the matter ought to be reported to, and be considered by, the chairmen of the Authorities' Education Committees together with the Borough Education Officer<sup>190</sup>. The County Council was eventually more positive than anticipated for the visit to the School by its representatives resulted in approval for the extended appointment of two of the cleaners up to April, 1970, subject to a later review of the position<sup>191</sup>.

The review confirmed the need for the cleaners' services whose appointment was further extended by the County Council to cover the period up to September, 1970<sup>192</sup>. In October, 1970, the Rhondda Education Committee was advised that the County Council had not only decided that the permanent employment of the three part-time cleaners was necessary but that they had been absorbed into the County establishment on a full-time basis<sup>193</sup>.

After three years and three months of protracted argument and negotiation the Rhondda Authority's stubborn determination had paid off and its case, first raised in August, 1967, was finally conceded. This was not the end of the matter, however, for, by this time, the erection of new buildings imposed additional work loads on the cleaning staff and the Rhondda Education Committee immediately pressed the County Education Committee to reconsider its establishment policy in the light of the new situation<sup>194</sup>.

### The Rhondda Council and General Issues

The Excepted District for education purposes was the Rhondda Council and the record shows that its attitude of stubborn determination and independence was not confined to the education service but was manifest throughout local government services generally. Characterised by inevitable conflict with the County Council the Rhondda Authority successfully claimed additional delegated powers for a range of services<sup>195</sup>. The Council also strongly opposed its loss of function and administrative independence under the re-organisation of the health service in the 1940's<sup>196</sup> and, again, in 1970<sup>197</sup>. Imminent loss of functions to the County Council in the late 1950's prompted an unsuccessful claim, and a vehement appeal, for county borough status<sup>198</sup>. Ignoring the warning of its Town Clerk the Council refused, for a time, to implement fair rents under the Housing Finance Act, 1972 despite a Ministerial direction<sup>199</sup>. Finally, under the Local Government Act, 1972 the Council, at its first meeting following re-organisation, resolved to immediately claim delegated powers from the County Council for consumer protection, food and drugs and public libraries<sup>200</sup>.

### Reasons For Attitudes

In reviewing these examples of the Rhondda U.D.C.'s stubborn determination and independence in relation to nursery education, the Rhondda Education Centre at the Bronllwyn School, the Rhondda College of Further Education dispute and the dismissal of cleaners at the Upper Rhondda Secondary School, community consciousness and organisation culture are relevant as reasons for the Council's attitudes.

The Community's territorial boundaries and geographical identity remained unchanged and its bonds continued to be strengthened by shared experiences. The Rhondda people were still suffering the consequences of the collapse of the coal industry from 1924 and, by January 1947, only a dozen pits remained productive<sup>201</sup>. A community

solidarity was evident in the valleys struggle to prevent further pit closures which would exaggerate the high level of unemployment a solution for which the Government was either incapable of producing or unwilling to discuss. Certainly the Government's procrastinations were causing concern<sup>202</sup>.

For many people the only solution was mass emigration which deprived the Rhondda of much of its younger work force. Yet those that remained were united not only by the increasing burden of age but also by their common experience of past traditions and values. Unemployment, also brought them closer together through the establishment of ex-working men's clubs and adult classes and lectures<sup>203</sup>. During these troubled times the valley's spirit remained firm:

The Rhondda people have been through stress and sorrow. They have spent their lives in coal and have contributed not only in industrial wealth to the world but are also a fine example of community life at its best<sup>204</sup>.

The community consciousness of the people was further put to the test during the miners' strike of 1972 and 1974 and they responded by providing the miners and their families with moral support and much practical help<sup>305</sup>.

The valley's bonds, because of these shared experiences brought about by local conditions and circumstances, united the people and the Council in their determination to rise above their difficulties and problems<sup>204</sup>. The Rhondda Council, still dominated by miners and ex-miners (Table 44), felt that the community's self-confidence could be restored by greater local control over services and hence its disputes with the Glamorgan C.C. which all related to the control issue. A strong perception of territoriality lay behind the Council's determination to oppose local government reform in order to counter the centralising forces which were gaining ground<sup>206</sup>.

The role and impact of the Council's organisation culture - norms,

values and beliefs - was very evident although some potential reasons for the Council's attitude can be discounted.

In the first place, unlike the review of the period 1903 - 1947, it is clear that religious non-conformity was of no relevance. No cause celebre arose which provoked the kind of response which was made by the Council to the issue of rate aid for denominational schools in the early 1900's. Furthermore non-conformist influences in Wales had peaked by 1910 and thereafter declined<sup>207</sup>. This was especially true in the Rhondda Valley where, despite its initial impact, religion gradually lost its place in the lives and habits of the people<sup>208</sup>.

Secondly, the growth of Labour politics and the subsequent, and permanent, Labour Party monopoly of the Council (Table 43) could possibly have explained Council attitudes except that party ideology had little or no relevance for the disputes examined. Indeed the review of education administration during the period 1946 to 1974 reveals only one relevant case which was in respect of the introduction of comprehensive education in the late 1960's. Although Labour controlled local education authorities were not always single-minded in their support of the comprehensive principle<sup>209</sup> the Labour Authorities of Glamorgan and Rhondda were not in dispute over the principle and agreement on proposals for re-organisation on comprehensive lines was reached very quickly<sup>210</sup>.

The major reason for the Council's attitude would appear to be the perpetuation of an organisation culture already long established. The pre 1946 Council was also a stubborn and independent-minded authority as the examination of the period 1903 - 1946 has demonstrated. Strong membership linkages between the pre 1946 Council and its successor post 1946, and the continued dominance of the miners and the Labour Party 'inner-ring', inevitably meant that attitudes of stubborn determination and independence persisted.

In terms of membership linkages thirty councillors, who had already



completed periods of service varying from one to thirty six years pre 1947, remained in service post 1947 for between one and twenty seven years. The eleven longest serving members pre 1947 (17 to 36 years) continued in office for between one and nineteen years. Of the shortest serving members pre 1947 (1 to 16 years) seven continued in office for at least another twenty years, three of them, in fact, completing their quarter century<sup>211</sup> and two of them<sup>212</sup>, completing the full period of office of twenty seven years between 1947 and 1974. Of this same group of shortest serving members pre 1947 others had substantial post 1947 service<sup>213</sup> (Tables 31 and 33).

Continuity of local government service throughout the aggregate period 1903 to 1974 was also impressive. Of the thirty members who served on both Councils from 1903 to 1946 and 1947 to 1974, nineteen completed at least twenty years service of whom twelve reached at least their quarter century; seven served for at least thirty years; and five served for at least forty years. (Table 31).

In these circumstances perpetuation of the organisation's culture was a natural consequence and was further consolidated by the fact that no significant change in the general composition of the Council occurred between 1947 and 1974 and continuity and stability in Council membership was maintained in successive years. (Table 34).

The mining character of the community and the dogged determination of the miners to win power to achieve independence from what they saw as the whims and dictates of their industrial masters served, during the period 1903 - 1947, as a platform for extending these same attitudes into the local government field. Also of particular relevance in this respect is the opposition of the South Wales and Rhondda miners to attempted centralisation of their trade union organisation which foundered on their rock-like sense of district rather than central autonomy<sup>214</sup>. Between 1903 and 1946 the miners emerged as the dominant group on the Council and monopolised the Council's 'inner-ring'.

In the first decade post 1947 the miners retained their numerical strength, and their proportion of the full Council varied from eighty to seventy per cent. (Table 44). The influence of the miners, therefore, remained significant and was undoubtedly a major factor in the perpetuation of Council attitudes. However, the elevation of the Council to municipal borough status in 1955 and the consequent increase in membership to forty four immediately reduced their proportion of the Council to forty five per cent. Thereafter their numbers gradually declined as did the size of the group relative to the Council as a whole. Nevertheless, in the second decade from 1955, the miners still constituted at least one third of the Council and they remained the largest homogeneous group. (Table 43). In the last decade from 1965 the general impact of the miners declined as their numbers dwindled and yet, through the Council 'inner-ring', they were still able to exert influence. The proportion of miners on the Council 'inner-ring' post 1946 reached no more than fifty per cent (Table 38) and they never achieved anything like their almost total domination of the pre 1946 'inner-ring'. (Table 29(c)). Yet an analysis of the concurrent service of 'inner-ring' members as a group shows that at the very time in the last decade, up to 1974, when the numerical strength of the miners was small relative to the size of the Council as a whole, their colleagues among the surviving members of the 'inner-ring' formed a very substantial proportion and reached, for six of those ten years, the highest proportion ever recorded over almost thirty years. (Table 45). On this evidence the miners continued to be a strong force on the Council and their traditional attitudes persisted.

Also of significance for the organisation's culture was the fact of the continuing monopoly of the Council by the Labour Party throughout the period and the emergence of an 'inner-ring' which not only dominated committee chairmanships, especially throughout the Education Committee structure, but also had membership links with the pre 1946 'inner-ring'. (Tables 43; 36; 37; 39; 28 and 38).

An analysis of the holders of the office of Chairman<sup>215</sup> of the

Council shows that the Council's tradition of employing a non-political rota system continued. Except for resignation or death the vice chairman in any year automatically took office as chairman the following year irrespective of party label although the numerical supremacy of the Labour Party naturally produced more Labour Chairmen than others. (Tables 35 and 43). Committee chairmanships, however, continued to be allocated on a strict partisan basis under the monopoly of an 'inner-ring'.

The Council's committee structure underwent a number of revisions during the period 1947 to 1974 but the most significant was the severe rationalisation of 1969 - 70 which reduced the number of main committees to six. (Table 36). Of the main committees examined over the twenty-two years from 1947 to 1968, before the rationalisation took effect, a total of one hundred and seventy six chairmanships was possible. In practice, however, such chairmanships were limited to fifty seven persons of whom eighteen were dominant in that they occupied various chairs for a minimum of four separate occasions (years) and, together, they monopolised one hundred and six of the one hundred and seventy six posts. These eighteen members, on this basis, constituted the Council 'inner-ring'. (Tables 36 and 38).

Following the rationalisation of 1969 - 70 the 'inner-ring's' monopoly of Committee Chairmanships was consolidated by the new rule which stipulated that chairmanships were to be held for three years as opposed to the previous practice of one year only. With fewer chairmanships now available it was not surprising that the 'inner-ring' monopoly continued apart from enforced changes brought about by deaths or retirements. As a result, some familiar names continued in office for the remaining five years to 1974<sup>216</sup>.

All members of the Council's 'inner-ring' served on the Education Committee and were, automatically, members of at least two of its sub-committees<sup>217</sup>. Seventeen members of the 'ring' of eighteen had spent more than half of their period of service on the Education

Committee and/or its sub-committees and six of them served on these committees for three quarters of their Council Service. The most outstanding service in this respect was that of Mrs. C.M. Parfitt and S. Mitchell who served on the Education Committees or its sub-committees for twenty two out of twenty seven and for twenty one out of twenty three years local government service respectively<sup>218</sup>.

In relation to Education Committee Chairmanships, all but three of the 'inner-ring' (M. Harcombe, E.J. Williams and I. Williams) served in turn as Chairman although one occupied the chair on two occasions (S. Mitchell in 1949/50 and 1967/68). Throughout the period 1947 to 1974, and up to the rationalisation of 1969/70, twenty three Education Committee Chairmanships were possible and sixteen of these were taken by 'inner-ring' members. (Tables 37 and 39).

A similar pattern emerged from an analysis of Education Sub-committee Chairmanships. Of the sixty six chairs available, up to 1969/70, forty three were held by 'inner-ring' members twelve of whom had chaired at least two of the sub-committees and seven had chaired all three. (Table 39).

An analysis of the Education Committee structure as a whole, namely the Education Committee and its three Sub-committees, reveals that eighty nine Chairmanships were available, up to 1969/70. Members of the 'inner-ring' commandeered fifty nine of these posts fifteen of whom chaired at least two committees and seven of whom chaired all four (Table 39).

The perpetuation of the organisation's culture through the monopoly of the 'inner-ring' was further enhanced by the linkages and interdependence between membership of the Councils pre and post 1946. Twelve members of the post 1946 'ring' had pre 1946 service ranging from one to thirty six years. Thereafter, post 1946, these same members completed periods of Council service of between four and twenty seven years. Their total local government service on the Council between 1903 and 1974 ranged from twenty one to forty two years.

(Table 40) and they were among those Councillors with the longest service records between 1947 and 1974 (Table 33). Furthermore, three members of the 'inner-ring', H. Harcombe, E.J. Williams and L.A. Hughes, had also been members of the pre 1946 'ring' (Table 40). The control, influence and leadership of the post 1946 'inner-ring' was also enhanced by the group's continuity. The 'ring' served together on the Council for seventeen years until 1964 and, thereafter, one half of the 'ring' still remained in service, after twenty of the twenty seven years, until 1967. (Table 41).

Strong links between the pre 1946 'inner-ring' and the Council post 1946 were also evident. Seven members of the 'ring' continued to serve on the Council for periods of service ranging from two to nineteen years with a total individual local government service ranging from twenty one to forty two years (Table 42). Four members of the pre 1946 'inner-ring', W.S. Lane, T.R. Davies, O.J. Buckley and I.R. Thomas, were not members of the 'inner-ring' post 1947 as defined. Nevertheless, T.R. Davies sometimes held main Committee Chairmanships (Table 36) and completed a total of forty years service on the Council. W.S. Lane, O. Buckley and I.R. Thomas completed a total of forty one, twenty eight and twenty four years service respectively (Table 42) although, in the case of I.R. Thomas, his service on the Council was only terminated by his election to Parliament for the Rhondda in 1950 and he didn't seek re-election to the Council in 1952<sup>219</sup>.

### Deployment and use of power resources

The examination and review of the period 1946 to 1974 provides examples of the use and deployment by the Council of power resources of political legitimacy, local knowledge and information and constitutional-legal powers. In part the examination and review is concerned with, and provides evidence of, a continuous struggle for power between partisans each possessing, in Elcock and Haywood's view, the capacity either to resist or to thwart the other's demands<sup>220</sup>.

The deployment of the power resource of political legitimacy via direct electoral mandate could not be confirmed although general support for the Council's policies was reflected in the extent to which most members of the Council were continuously successful at the polls. The result was a remarkably high degree of continuity in Council membership. (Table 34). Accepting that political legitimacy via electoral mandate or success at the polls is sometimes of doubtful validity<sup>221</sup>, other forms of legitimacy may be relevant<sup>222</sup>. In this respect the Rhondda Council responded to the general popular demand for nursery education facilities which proved so attractive to parents<sup>223</sup> despite conflict over the issue with both the Glamorgan County Council and the Ministry of Education. The determination to establish an education centre for the in-service training of teachers at the Bronllwyn Secondary School was based on long standing public support for the facilities which had always been provided by some form of in-service training<sup>224</sup>.

The use of information resources, with its concomitant of information control, is a very appealing tactic in conflict situations<sup>225</sup> and its use is evident on several occasions. In relation to the Teachers' Education Centre at Bronllwyn the Rhondda Council initially withheld, and subsequently misrepresented, information concerning the true purpose of its planned activities at the School. In the dispute over the Governing Body of the College of Further Education the Council, having sought information on general practices elsewhere,

spurned it preferring to select in support of an appeal against the County's decision the more favourable, although exceptional, information concerning the Lowestoft model. The cleaners' dispute at the Upper Rhondda Secondary School was strongly argued on the basis of the Council's far greater awareness and knowledge of local conditions and circumstances which was reinforced by their continuing electoral success.

The constitutional/legal resource was judiciously deployed by the Council on almost every occasion. The transitory clause in the Scheme of Divisional Administration, which empowered the Council to continue its own past practices until County Council regulations were issued, was, initially, the ground for maintaining its nursery education policy. The dispute over the Teachers' Education Centre was negotiated by repeatedly challenging alleged ambiguities in, and misinterpretations of, clauses thirteen and thirty seven of the Scheme with ultimate resort to Ministry regulations.

Constitutionally and legally the County Council had an absolute right, under the Scheme to control establishment, including cleaners, at the Upper Rhondda Secondary School. The Rhondda Council, however, circumvented this right by using its own unchallengeable powers of making temporary appointments to meet emergency conditions. Finally, two general legal powers were deployed by the Council in its disputes with the County Council. Firstly, under the Scheme, the Council had a general right to make representations on any matter which affected the education and welfare of the pupils in its area. As the review of the period has shown the Council repeatedly used this power in its attempts to either influence or thwart County decisions. Secondly, and ultimately, the Council had the right, in the event of failure to settle a dispute locally, to refer the issue for determination by the Minister. This right was exercised in relation to the disputes over the Governing Body of the College of Further Education and the cleaners at the Upper Rhondda Secondary School.

The examination and analysis of the relevance and deployment of power resources shows that the Rhondda Council, although wholly dependent on

the Glamorgan County Council for financial resources for the education service, wasn't lacking in other resources it could use to its own advantage.

In educational matters the Rhondda Council invariably and predictably looked to the past<sup>226</sup>. The Council's record pre 1946 placed it in the van of educational progress which earned it a deserved reputation in this respect and its achievements are recorded in the examination and review of the period 1903 - 1946. At that time the Council was the sole local education authority for primary and secondary (though not intermediate) education in the Rhondda area but this autonomy was brought to a vigorously disputed end by the Education Act, 1944. Thereafter the Council bitterly resented having to share responsibility with the Glamorgan County Council, a situation which was alien to its history and experience, and the result was repeated assertions for a greater measure of autonomy<sup>227</sup>.

Consequently, the Council deployed the power resources of political legitimacy, local knowledge and information and constitutional-legal powers whose use was encouraged by a strong organisation culture inherited from the past. Old established local authority organisations whose culture is well advanced, having evolved over a long time, tend to be largely unresponsive to changed conditions and behavioural norms remain firmly entrenched<sup>228</sup>. The Rhondda Council, given the linkages between, and the continuity of, its membership for almost three quarters of a century, from 1903 to 1974 provides a good example, and the evidence shows how difficult it is to dislodge or modify such behaviour. The Council also, provides a good example to substantiate the view that, whether in relation to the national Ministry or the County Council (under excepted district arrangements), there remain in Wales strong residual areas of institutional independence in dealings with centralised authority<sup>229</sup>. For the period 1946 to 1974 the Rhondda valley remained a valley of spirit and independence<sup>230</sup> and although the valley may be dying there is still much life left<sup>231</sup>.



CONCLUSIONS

This dissertation has examined and analysed how the Ystradyfodwg Parish Vestry, the Ystradyfodwg School Board and the Rhondda Urban District Council, firstly as a Part III Authority under the Education Act, 1902 and, subsequently, as an excepted district under the Education Act, 1944, became involved in public education responsibilities and how each responded.

The underlying theme of this dissertation that the character of the Rhondda community encouraged deep-rooted values, loyalties and traditions which blended into a strong community consciousness with the result that attitudes of stubborn determination and independence emerged, has been demonstrated by the evidence presented. Examples have been given of the community's propensity for self-reliance, unwillingness to be dependent on others, preparedness to lead an innovate and for local autonomy and self-government.

For each period examined an analysis of possible reasons for these attitudes has been offered by applying the concepts of community consciousness and organisation culture. Evidence has also been given of the use and deployment by the various authorities of the power resources of political legitimacy, knowledge and information and constitutional-legal powers.

There are two aims of this dissertation: firstly, to conclude whether the community consciousness of the Rhondda communities was institutionalised in the various authorities; and, secondly, to test the hypothesis that successor authorities to the Parish Vestry were, in turn, captives of a past organisation culture, through interlocking membership and subsequent organisational continuity, with the result that attitudes of stubborn determination and independence were perpetuated.

Bell and Newby's definition of community incorporates the following elements:

a defined area or territory, common ties  
or bonds and social and other forms of  
interaction.<sup>1</sup>

From these elements springs the notion of a locality or community consciousness<sup>2</sup> which encourages community wide deep-rooted loyalties and traditions which, in behavioural terms, are manifest in particular ways. That the Rhondda community, from 1840 to 1974, was a community that had a distinctive way of life and a strong community spirit or consciousness has been shown by the evidence presented. In behavioural terms, the particular way in which the community manifested its local loyalties and traditions was by persistent display of attitudes of stubborn determination and independence which became institutionalised in the Parish Vestry, the School Board and the Rhondda Council.

The isolation of the Parish, up until the early industrialisation of the 1860's, together with the lack of traditional forms of leadership, produced a community which was self-reliant and independent in all aspects of its social and cultural life. Shared experiences, culminating in the common distress resulting from the pit disaster at Pentre in 1871<sup>3</sup>, strengthened the unity born of self-dependence which was further consolidated by the rise of non-conformity. The allegiance between self-dependence and non-conformist dissent encouraged the Parish to be inward looking and defensive with the result that the community both resented and opposed any outside interference in its affairs. The Parish Vestry's manifestation of self-reliance and opposition to outside interference provides general evidence of the institutionalisation of the community's consciousness which was also the result of its membership. Composed of people who had shared these experiences and among whom the non-conformists were represented, the Vestry and the community were mutually intolerant.

During the School Board era, from 1878 to 1903, the community underwent a dramatic transformation and industrial penetration and improved communications removed the original cause of its self-dependence. However, the impact of coal mining produced a largely

homogeneous working class community. The changed environment, life style and common experience of hardship, pit disasters and industrial strife contributed to the new unity which coal mining brought to the valley which was strengthened by the continuing pervasiveness of a Liberal non-conformity. The combination of the dogged determination of the miners and the rampant dissent of non-conformity engendered a community consciousness which was characterised by a stubborn determination and independence. As the evidence shows these attitudes were also manifested by the Ystradyfodwg School Board and their institutionalisation was a consequence of the general response of the Board to community influences and of the fact that its members included miners (Table 11) and non-conformists. (Table 11.1). The non-conformists in particular constituted one of the largest groups continuously represented on the Board.

From 1903 to 1946 the Rhondda community consolidated its character as a mining community and its distinctive community consciousness was the result of several factors. Repeat experiences of hardship, industrial and civil strife and, now, depression, united the community in its efforts to overcome adversity. The rise of the Labour Party in the Rhondda awakened a new political consciousness which brought the people closer together in an impregnable political bond. Up to 1912 non-conformity was still a factor of considerable importance and its unifying effects remained constant. The Rhondda Council's assimilation and institutionalisation of the valley's community consciousness is shown by the evidence and was guaranteed by the strength of its non-conformist and Labour membership up to 1914. (Table 29(b)). Thereafter both the miners and Labour Party members were numerically dominant and the Council can be aptly described as a miners and Labour Council. (Table 29(b)).

During the final period examined, 1946 to 1974, the Rhondda community was still suffering the consequences of its lost status as the centre of the world's coal industry. The search for alternative employment led to mass emigration but the valley's community consciousness was kept intact in two ways. Those that remained were united in the

struggle to keep open those pits which were still productive<sup>4</sup> and the older generation, unaffected by migration, kept alive their past experiences, traditions and values to which even the new breed of middle class - preachers, teachers, shopkeepers - also succumbed<sup>5</sup>. Politically the community remained united by its unswerving loyalty to the Labour Party. Paradoxically, the dramatic decline of the coal industry had no consequence for the membership of the Rhondda Council which continued to be dominated by miners and ex-miners. (Table 44). Their continuing long service reinforced past traditions, loyalties and values which were supported by the middle classes who had secured election to the Council. (Table 43). The institutionalisation of the valley's community consciousness in the Council was, therefore, inevitable and was also accomplished by the Labour Party's monopoly of the Council and its 'inner-ring' and not to be a Labour representative was an exception. (Table 43).

On this evidence, therefore, it is possible to conclude that the Rhondda valley's community consciousness, and its behavioural manifestations, were institutionalised in the various authorities from 1840 to 1974.

The major aim of this dissertation is to test the hypothesis that, through interlocking membership and subsequent organisational continuity, successor authorities to the Parish Vestry were, in turn, captives of a past organisation culture with the result that attitudes of stubborn determination and independence were perpetuated.

All organisations develop an organisation culture - norms, values, beliefs, ways of behaving - that, in the view of Eldridge and Crombie<sup>6</sup>, characterise the way things get done and determine the organisation's response to various issues and problems. The culture will have been shaped and influenced by several factors including, inter alia, its history, traditions and its environment<sup>7</sup> and its response to its need for survival and growth<sup>8</sup>. Handy<sup>9</sup> considers the impact of history to be of particular importance because of the influence of events of the past. The organisation's culture can

become so absolute that it can dominate its members' existence<sup>10</sup> so that it is possible to predict the organisation's future responses<sup>11</sup>.

As the evidence has shown the organisation culture of the Ystradyfodwg Parish Vestry, in its educational role, was influenced by the Vestry's past general history, traditions and its environment, including, therefore, community consciousness, and was also attributable to its struggle for survival. The Vestry's norms, values and beliefs were expressed in its self reliance and in its resentment of outside interference and were characterised by an attitude of stubborn determination and independence.

The Ystradyfodwg School Board, through interlocking membership with the Parish Vestry, was a captive of the Vestry's organisation culture. A nucleus of the Vestry's membership was elected to the School Board and, in the first decade, comprised at least one half of the Board's membership (Tables 12 and 13). These strong membership links between Vestry and Board were undoubtedly important in determining the Board's organisation culture especially in the first decade. The long service on the School Board of two former Vestry members consolidated the position considering that their service on the Board was for fifteen and twenty two years. (Table 12). Another Vestry member also became the Board's Vice-Chairman and Chairman. (Table 15). When little or no change occurs in the membership of an organisation, the organisation's culture is re-affirmed and perpetuated by organisational continuity<sup>12</sup> and this was so in the case of the School Board. Apart from the years 1884 and 1887 the proportion of members re-elected varied between fifty three and eighty per cent. (Table 14).

The successor authority to the School Board was the Rhondda U.D.C. and the Council had membership links with both the Parish Vestry and the School Board.

In the first place there is evidence of concurrent membership of all three organisations (Tables 19), and there are three particularly

good examples each of whom had long periods of combined public service on the Parish Vestry, School Board and Council. (Table 19).

Secondly, interlocking membership between School Board and Council was much stronger. Seven members of the Board had concurrent membership of both Board and Council (Table 20) and, from the Council's inaugural year of 1896, comprised almost one half of the Council's early membership of fifteen. (Table 20). Altogether eleven members of the Board served on the Council and, up to 1909, formed a relatively large group varying between one sixth and one third of Council membership. (Table 22). Thirdly, some members of the Board were chairmen of major committees of the Council (Table 23) and, in one case, W.D. Wight, for ten consecutive years. (Table 27). One member of the Board, T. Owen, became a member of the Council's 'inner-ring'. (Table 28). Two members of the Board, T. Owen and D. Williams, also ranked among Council members with the longest service records. (Table 25). On this evidence of concurrent and interlocking membership the Council was a captive of a past organisation culture and particularly during its early years when its own collective norms, values and beliefs would not yet have emerged. Subsequently, the Council's organisation culture was perpetuated by the organisational continuity arising from the remarkably high degree of continuity in Council membership over the half century to 1946. The proportion of members still in office was never less than seventy one per cent and was generally between eighty and ninety per cent. (Table 26). Organisational continuity was also consolidated by the monopoly and continuity of the Council's 'inner-ring'. (Table 28, note 3).

The Rhondda Council, which was an excepted district for education from 1946 to 1974, because of interlocking membership with its predecessor, was very constrained from developing its own organisation culture. Thirty serving councillors were still in office (Table 31) and, of these, twenty one had already served on the Council for between eight and thirty six years. These same councillors subsequently completed periods of service ranging from one to twenty seven years and their cumulative service on the Council, in the majority of cases,

totalled at least twenty years. (Table 31). One third of these twenty one councillors completed cumulative service of at least thirty years and one quarter of them passed the forty year mark. (Table 31). In these circumstances perpetuation of a past organisation culture was inevitable when so many councillors served for long periods both before and after 1946. Furthermore, the fact that both Councils, before and after 1946, were monopolised by the Labour Party and the Councils' 'inner-rings' aided this perpetuation. Of the thirty councillors who were still in office in 1946, twelve of them became members of the new 'inner-ring' of eighteen and were thus in a majority. (Tables 13 and 38). Interlocking membership between the 'inner-rings' of the Councils before and after 1946 is also evident. (Table 42(b)). Members of the pre 1946 'inner-ring' who didn't continue in this role after 1946 nevertheless remained on the Council and their cumulative service on both Councils ranged from twenty one to forty one years. (Table 42). In regard to long service between 1946 and 1974, twenty councillors held the longest service record of at least seventeen years and fourteen of these were members of the 'inner-ring'. (Table 33).

These strong membership linkages between the Councils and their 'inner-rings' perpetuated a past organisation culture which was subsequently also perpetuated by organisational continuity. During the period 1946 to 1974 the proportion of councillors continuing in office in successive years never dropped below seventy seven per cent. (Table 34).

This evidence, covering the period 1878 to 1974, enables the firm conclusion to be reached that successor authorities to the Parish Vestry, through interlocking membership and subsequent organisational continuity, were captives of a past organisation culture. The result, as the case examples have shown, was that attitudes of stubborn determination were perpetuated.

This review and examination of education administration and policy making in the Rhondda from 1840 to 1974 substantiates the influence

on an organisation's culture of factors such as history, traditions and environment<sup>7</sup>, the need for survival and growth<sup>8</sup> and events of the past<sup>9</sup>. The Ystradyfodwg Parish Vestry, the Ystradyfodwg School Board and the Rhondda Council each provide good examples of the extent to which an organisation's culture can so dominate the members' existence<sup>10</sup> that the organisation's response to issues and problems is very predictable<sup>11</sup>.

This evidence also confirms Haynes<sup>12</sup> view that old established local authority organisations whose culture is well advanced tend to maintain those behavioural norms and values which are firmly entrenched. This remains true of the individual local authority. It is, therefore, probably an important extension of this theory to discover, on the evidence in this dissertation, that this is also true of several local authorities when interlocking membership produces the same phenomenon.



## TABLES

TABLE 1

Numbers Attending Day Schools and Places  
Available in proportion to school population, 1847

|  | Wales   | Glam   | Ystradymodwg |
|--|---------|--------|--------------|
| School population  | 329,741 | 61,708 | 177          |
| No. of schools   | 1,642   | 319    | 2            |
| Approx. ratio of schools to school population              | 1:200   | 1:193  | 1:88         |
| No. of school places                                       | 113,787 | 21,194 | 87           |
| Percentage of school population                            | 34.5    | 34.3   | 49.1         |
| Nos. Attending   | 81,554  | 15,674 | 45           |
| % of school places taken up                                | 71.7    | 74.0   | 51.7         |
| Nos. Attending as a % of school population                 | 24.7    | 25.4   | 25.4         |
| Deficiency in Nos. Attending: related to the No. of places | 32,233  | 5,520  | 42           |
| % of No. of places   | 28.3    | 26.0   | 48.2         |
| % of school population                                     | 9.7     | 8.9    | 23.7         |

Source: Report of the Commissioners of Inquiry on the State of Education in Wales, 1847.

- NOTE: 1. Neither the 1847 Report nor the 1841 Census Returns give the school population for Ystradymodwg which was arrived at by using the % of population under 15 years of age and attending day schools in GLAM. as a whole i.e. 25.4% (1847 Report, Table 111, P.55).
2. Estimated Nos. attending schools in Ystradymodwg = 45
3. Estimated school population = 177.

TABLE 2

Schools in the Parish of Ystradyfodwg, 1870

| <u>School</u>              | <u>Date Established</u> |
|----------------------------|-------------------------|
| British, Treherbert        | 1860                    |
| British, Bodringallt       | 1861                    |
| National, Treherbert       | 1862                    |
| National, Pentre           | 1864                    |
| Llwynypia Colliery         | 1865                    |
| Treorchy United Collieries | 1866                    |
| Dunraven Collieries        | 1867                    |
| British, Ton (Ystrad)      | 1869                    |
| British, Penygraig         | 1869                    |
| British, Ferndale          | 1869                    |

Source: Rhondda Central Library. M.O. Jones, History of the Parish of Ystradyfodwg, 1902

TABLE 3(a)

Population and School Accommodation  
in the Parish of Ystradymfodwg, 1870

| 1870<br>Pop. | Public | No. of schools |           | Total | Total No.<br>of places | Nos. actually<br>Attending |
|--------------|--------|----------------|-----------|-------|------------------------|----------------------------|
|              |        | Private        | Adventure |       |                        |                            |
| 12,000       | 6      | 3              | 0         | 9     | 1,907                  | 1,542                      |

TABLE 3(b)

No. of Schools and Religious Affiliations  
in the Parish of Ystradymfodwg, 1870

| Affiliation           | No. of School |
|-----------------------|---------------|
| C of E or National    | 2             |
| British               | 5             |
| Protestant/Dissenting | -             |
| R C                   | -             |
| Jews                  | -             |
| No affiliation        | 2             |

Source: House of Commons Parliamentary Papers No. 201 (1871).  
Returns of Parishes under the Elementary Education  
Act, 1870

TABLE 4

Population and Schools in Wales, 1869

| Area         | Population | No. of<br>Schools | Ratio of schools<br>to population |
|--------------|------------|-------------------|-----------------------------------|
| Wales        | 1,217,135  | 841               | 1:1447                            |
| Glamorgan    | 320,936    | 155               | 1:2070                            |
| Ystradyfodwg | 16,914     | 8                 | 1:2114                            |

Source: Annual Report of the Committee of the Privy Council  
on Education, 1869. Appendix 3.

TABLE 5

Population and School Accommodation in  
the Parish of Ystradyfodwg 1847 and 1870

|  | 1847   | 1870   | Increase/<br>Decrease |
|--|--------|--------|-----------------------|
| Population                             | 1363   | 12,000 | +900%                 |
| No. of day schools                     | 2      | 10     | +500%                 |
| Ratio of schools to population         | 1:681  | 1:1691 |                       |
| Schools - No. of places                | 87     | 1,907  | +2200%                |
| Ratio of places to population          | 1:15.6 | 1:6.29 |                       |
| No. of places as a % of<br>population  | 6.38   | 15.8   | +9.42%                |
| Nos. Attending                         | 45     | 1,542  | +3400%                |
| Ratio to population                    | 1:30.2 | 1:7.78 |                       |
| Nos. Attending as % of popul-<br>ation | 3.3    | 12.8   | +9.5%                 |

Source: Tables 1 and 3

TABLE 6

Membership of Ystradyfodwg Parish Vestry  
Committee of Inquiry into the State of  
Education in the Parish, 1878

| Name           | Local Area | Religion                 |
|----------------|------------|--------------------------|
| W.G. McCurtrie | Llwynypia  |                          |
| M.R. Rowlands  | Penygraig  | C.M. <sup>1</sup>        |
| D.D. Joseph    | Tydraw     |                          |
| E.H. Davies    | Pentre     | Welsh Cong. <sup>2</sup> |
| W. Morgan      | Treherbert |                          |
| Rev. W. Jones  | Pentre     | C.M. <sup>3</sup>        |
| W. Jones       | Pentre     |                          |
| Canon W. Lewis | Pentre     | C. in W. <sup>4</sup>    |

Source: E.D. Lewis. The Rhondda Valleys. 1958. p.208, footnote 4.

- Notes:
1. Rhondda Leader 28 March 1924
  2. J. Vyrnwy Morgan, Welsh Educational Leaders, pp 693-695
  3. E.D. Lewis, The Rhondda Valleys, p.221, footnote 4.
  4. Source: YSB Minutes 1878 - 1903

TABLE 7

Ystradyfodwg School Board  
Education Census, Nov/Dec 1878

| District       | No. of places deficient for: |          |               |
|----------------|------------------------------|----------|---------------|
|                | under 5's                    | 5-13 yrs | 13 plus years |
| Blaenrhondda   | 274                          | 293      | 201           |
| Dunraven       | 456                          | 43       | 335           |
| Treherbert     | 474                          | -        | 683           |
| Penyrenglyn    | 237                          | 227      | 117           |
| Treorchy       | 920                          | 188      | 863           |
| Cwmparc        | 295                          | 87       | 204           |
| Pentre         | 578                          | 126      | 405           |
| Ystrad         | 677                          | 189      | 453           |
| Bodringallt    | 490                          | 107      | 491           |
| Trealaw        | 511                          | 563      | 342           |
| Llwynypia      | 506                          | 86       | 419           |
| Clydach Vale   | 192                          | 113      | 137           |
| Tonypandy      | 139                          | -        | 134           |
| Penygraig      | 204                          | -        | 251           |
| South Ferndale | 250                          | 250      | 161           |
| Gilfach Goch   | 54                           | 59       | 42            |
| Ferndale       | 475                          | -        | 351           |
| Maerdy         | 97                           | 87       | 48            |
| TOTALS         | 6,829                        | 2,418    | 5,637         |

Source: The Census details are missing from the Board Minutes held at the CRO. The table has been extracted from a copy obtained by M.O. Jones (History of the Parish of Ystradyfodwg, 1902).



TABLE 8

Ystradyfodwg School Board  
Education Census, 1883

|                                     | <u>Numbers</u> |
|-------------------------------------|----------------|
| Population                          | 52,127         |
| No. of children 3-5 years of age    | 2,535          |
| No. of children 5-14 years of age   | 9,887          |
| Nos. attending school               | 10,097         |
| Nos. attending Private schools      | 125            |
| Nos. not attending school           | 210            |
| Nos. employed under 14 years of age | 449            |

Source: CRO YSB 3 December 1883

TABLE 9

Ystradyfodwg School Board,  
Attendance Returns for the month  
ending 20 December, 1900

| District | Pupil<br>Accommodation | No. on<br>Registers | Average<br>Attendance | % in<br>Ave. Attendance |
|----------|------------------------|---------------------|-----------------------|-------------------------|
| 1        | 3,939                  | 4,013               | 3,229.3               | 80.4                    |
| 2        | 3,648                  | 2,597               | 1,999.5               | 76.9                    |
| 3        | 3,719                  | 3,573               | 2,613.3               | 73.1                    |
| 4        | 3,062                  | 2,903               | 2,204.1               | 75.9                    |
| 5        | 3,510                  | 3,199               | 2,524.2               | 78.8                    |
| 6        | 3,399                  | 4,105               | 3,251.9               | 79.2                    |
| Totals   | 21,277                 | 20,390              | 15,822.3              | 77.6                    |

Total No. of schools: 32 (plus 1 school for deaf pupils)

Total No. of school departments: 77

Source: CRO YSB, Report of school attendance Committee,  
3 January, 1901

TABLE 10

Ystradymfodwg School Board -  
School Population, Accommodation  
and Attendances 1878 and 1900

|                           | <u>1878</u> <sup>1</sup> | <u>1900</u> <sup>2</sup> |
|---------------------------|--------------------------|--------------------------|
| School population         | 7168                     | 20,390                   |
| No. of school places      | 5076                     | 21,277                   |
| Deficiency/surplus places | -2033                    | +887                     |
| Deficiency in attendances | 6910                     | Nil                      |

Source: 1. CRO YSB Census 1878  
2. CRO YSB 3 January 1901 which records actual numbers  
of registered pupils

TABLE 11

Ystradymfodwg School Board -  
occupational composition 1878 - 1903

| Occupation                        | Year              |      |                   |                   |      |      |      |      |      |
|-----------------------------------|-------------------|------|-------------------|-------------------|------|------|------|------|------|
|                                   | 1878 <sup>2</sup> | 1881 | 1884 <sup>3</sup> | 1887 <sup>4</sup> | 1890 | 1893 | 1896 | 1899 | 1902 |
| <sup>1</sup> Mining Entrepreneurs | 4                 | 4    | 4                 | 6                 | 4    | 2    | 3    | 3    | 2    |
| Colliery Overman                  |                   |      |                   |                   |      |      |      | 1    | 1    |
| Colliers                          | 1                 |      |                   |                   |      |      |      |      |      |
| Miner's Agent                     | 1                 |      |                   |                   |      |      |      |      |      |
| Colliery Cashier                  | 1                 |      |                   | 1                 | 2    | 1    | 1    | 1    |      |
| Colliery Check Weigher            |                   |      |                   | 1                 |      |      |      |      |      |
| Non-conformist Ministers          | 2                 | 2    | 3                 | 3                 | 3    | 3    | 3    | 4    | 3    |
| Clergymen                         |                   | 1    | 1                 | 1                 | 1    | 1    | 1    | 1    | 1    |
| Accountants                       |                   | 1    | 2                 |                   |      |      |      |      |      |
| Auctioneers                       |                   |      | 1                 |                   |      |      |      |      |      |
| Builders                          |                   |      |                   |                   |      |      | 1    |      |      |
| Saddlers                          |                   |      |                   |                   |      | 1    | 1    |      |      |
| Farmers                           |                   |      |                   | 1                 | 2    |      |      |      |      |
| Grocers/Tea Merchants             |                   |      |                   | 1                 | 1    | 2    | 3    | 4    | 4    |
| Quarrymen                         |                   |      |                   |                   |      |      | 1    |      | 1    |
| Spinsters                         |                   |      |                   |                   |      |      | 1    | 1    | 1    |
| School masters                    |                   |      |                   |                   |      | 1    |      |      |      |
| Industrialists                    |                   |      |                   |                   |      | 1    |      |      |      |
| Inn-keepers/Victuallers           |                   |      | 1                 | 1                 |      | 1    |      |      |      |
| Unknown                           | 3                 | 3    |                   |                   |      |      |      |      | 2    |
| Board Membership                  | 11                | 11   | 11                | 13                | 13   | 13   | 15   | 15   | 15   |

- Notes:
1. Mining engineers, Coalowners
  2. Includes 1 by election
  3. Includes 1 by election
  4. Includes 2 by elections

Source: CRO YSB 1878 - 1902

TABLE 11a

Ystradfyfodwg School Board 1878 - 1903,  
Non-conformist Composition

| Name                       | Period of Service          | Length of Service (in Years) |
|----------------------------|----------------------------|------------------------------|
| W. Abraham <sup>1</sup>    | 1878 - 1880                | 2                            |
| W. Jenkins <sup>2</sup>    | 1878 - 1903                | 25                           |
| W. Morris <sup>3</sup>     | 1878 - 1903                | 25                           |
| E.H. Davies <sup>4</sup>   | 1880 - 1881<br>1884 - 1887 | 3                            |
| W. Jones <sup>5</sup>      | 1878 - 1881<br>1884 - 1896 | 15                           |
| R. Rowlands <sup>6</sup>   | 1878 - 1881                | 3                            |
| M.R. Rowlands <sup>7</sup> | 1881 - 1884<br>1885 - 1887 | 5                            |
| B. Davies <sup>7</sup>     | 1884 - 1887                | 3                            |
| J.S. Edwards <sup>7</sup>  | 1887 - 1893                | 6                            |
| W. Charles <sup>7</sup>    | 1896 - 1903                | 7                            |
| T. Williams <sup>7</sup>   | 1893 - 1903                | 10                           |
| Others <sup>8</sup>        | -                          | -                            |

- Sources:
1. K.O. Morgan, Wales British Politics, 1970, p. 62 & 203
  2. K.O. Morgan, Op Cit p. 211
  3. J. Vyrnwy Morgan, Welsh Political and Educational Leaders, 1908, pp 699-700
  4. J. Vyrnwy Morgan. Op Cit pp 693-695
  5. E.D. Lewis, The Rhondda Valleys, 1958, p. 221
  6. Rhondda Leader, 28 March, 1924
  7. CRO YSB Minutes 1878 - 1903
  8. Professional people, tradesmen and grocers. (Table 13).  
L.W. Williams, NLW Journal, Vol. XVI, No. 4, 1970,  
p. 359.

TABLE 12

Ystradymfodwg School Board -  
Dates and length of service of members  
of the Parish Vestry<sup>1</sup> 1878 - 1903

| Name              | Dates                                     | Length of Service |
|-------------------|---|-------------------|
| W.G. McMurtrie    | -   | -                 |
| Moses R. Rowlands | 1818 - 1884     )<br>Nov 1885 - 1887    ) | 5 years           |
| D.D. Joseph       | 1878 - 1884                               | 6 years           |
| E.H. Davies       | 1884 - 1887                               | 3 years           |
| W. Morgan         | 1887 - 1893                               | 6 years           |
| Rev. W. Jones     | 1878 - 1881     )<br>1884 - 1896     )    | 15 years          |
| W. Jones          | -   | -                 |
| W. Lewis          | 1881 - 1903                               | 22 years          |

Note 1: The members listed were the Vestry members who comprised the Committee appointed for the educational survey of the Parish. (E.D. Lewis, The Rhondda Valleys, 1958, p. 208, footnote 4). The loss of the Vestry minutes prevented identification of other Vestry members.

Source: CRO YSB 1878 - 1903

TABLE 13

Ystradyfodwg School Board 1878 - 1903 -  
Members' period of service and occupations

| Name                     | Occupation           | Period of Service  | Years of Service |
|--------------------------|----------------------|--|------------------|
| D. Evans                 | Mining Engineer      | 1878 - 1889 <sup>1</sup>                                 | 11               |
| W. Jenkins               | " "                  | 1878 - 1903  | 25               |
| D. Richards              | Unknown              | 1878 - 1881  | 3                |
| W.W. Hood                | Mining Entrepreneur  | 1878 - 1902  | 24               |
| Dr. W. Morris            | Minister of Religion | 1878 - 1903  | 25               |
| D.D. Joseph              | Unknown              | 1878 - 1884  | 6                |
| M.R. Rowlands            | Coal Entrepreneur    | 1881 <sup>3</sup> - 1884 )<br>1885 <sup>3</sup> - 1887 ) | 5                |
| R. Rowlands <sup>2</sup> | " "                  | 1878 - 1881  | 3                |
| T. Owen                  | Collier              | 1878 - 1881  | 3                |
| W. Abraham               | Miner's Agent        | 1878 - 1880 <sup>4</sup>                                 | 2                |
| E.H. Davies              | Auctioneer           | 1880 - 1881 <sup>5</sup><br>1884 - 1887                  | 1<br>3           |
| W. Jones                 | Minister of Religion | 1878 - 1881 )<br>1884 - 1896                             | 15               |
| E. Thomas                | Unknown              | 1878 - 1884  | 6                |
| H. Lewis                 | "                    | 1881 - 1884  | 3                |
| J.R. Jones               | Minister of Religion | 1881 - 1884  | 3                |
| W. Taylor                | Accountant           | 1881 - 1887  | 6                |
| W. Lewis                 | Vicar of Parish      | 1881 - 1903  | 22               |
| B. Davies                | Minister of Religion | 1884 - 1887  | 3                |
| D. Ellis                 | Accountant           | 1884 - 1887  | 3                |
| J. Davies                | Victualler           | 1884 - 1887  | 3                |
| W. Pritchard             | Mining Engineer      | 1887 - 1890  | 3                |
| W. Morgan                | Farmer               | 1887 - 1893  | 6                |
| A. Lewis                 | Mining Engineer      | 1887 - 1893  | 6                |

TABLE 13 (CONTINUED)

| Name          | Occupation            | Period of Service                           | Years of Service |
|---------------|-----------------------|---|------------------|
| J.S. Edwards  | Minister of Religion  | 1887 - 1893                                 | 6                |
| S.H. Williams | Colliery Cashier      | 1887 - 1893                                 | 6                |
| D. Thomas     | Colliery Checkweigher | 1887 - 1890                                 | 3                |
| J. Morgan     | Innkeeper             | 1887 - 1890 <sup>6</sup>                    | 2½               |
| T. Bevan      | Colliery Cashier      | 1890 - 1902                                 | 2                |
| W. Richard    | Farmer                | 1890 - 1893                                 | 1                |
| J.H. Williams | Mining Engineer       | 1890 - 1893                                 | 3.2/3            |
| D. Thomas     | Grocer                | 1890 - 1902                                 | 2                |
| M. Davies     | Victualler            | 1893 - 1896                                 | 3                |
| T. Williams   | Minister of Religion  | 1893 - 1903                                 | 10               |
| J.E. Jones    | " "                   | 1890 <sup>8</sup> - 1893 )<br>1893 - 1903 ) | 10.2/3           |
| D. Williams   | Saddler               | 1893 - 1899                                 | 6                |
| W.D. Wight    | Industrialist         | 1893 - 1896                                 | 3                |
| R. Morris     | School Master         | 1893 - 1896                                 | 3                |
| H. Rowling    | Builder               | 1896 - 1899                                 | 3                |
| Ada Jones     | Spinster              | 1896 <sup>9</sup> - 1903                    | 7                |
| W. Charles    | Minister of Religion  | 1896 - 1903                                 | 7                |
| J. Davies     | Quarryman             | 1896 - 1899 )<br>1902 - 1903                | 4                |
| D.R. Jones    | Grocer/Tea Merchant   | 1896 - 1903                                 | 7                |
| R. Morgan     | Minister of Religion  | 1899 - 1902                                 | 3                |
| H. Abraham    | Colliery Manager      | 1896 - 1903                                 | 7                |
| J. Rees       | Surface Overman       | 1899 - 1903                                 | 4                |
| D. Lloyd      | Grocer                | 1899 - 1903                                 | 4                |



TABLE 13 (CONTINUED)

| Name       | Occupation | Period of Service | Years of Service |
|------------|------------|-------------------|------------------|
| T. Davies  | Unknown    | 1902 - 1903       | 1                |
| D.C. Jones | "          | 1902 - 1903       | 1                |

- Notes:
1. Until his death on 5 December 1889
  2. The son of M.R. Rowlands (Rhondda Leader 28/3/1924)
  3. wef 2 November 1885
  4. Disqualified on 31 October 1880
  5. Vice W. Abraham
  6. Disqualified by 9 February 1890
  7. wef 10 February 1890 Vice J. Morgan
  8. wef 10 February 1890
  9. First and only woman member

Source: CRO YSB 1878 - 1903

TABLE 14

Ystradyfodwg School Board,  
continuity of membership 1878 - 1903

| Year  | No. of members | No. re-elected<br>from previous year |
|-------|----------------|--------------------------------------|
| 1878  | 11             | -                                    |
| 1881  | 11             | 7                                    |
| 1884  | 11             | 5                                    |
| 1887  | 11             | 5                                    |
| 1890  | 13             | 9                                    |
| 1893  | 13             | 7                                    |
| 1896  | 13             | 8                                    |
| 1899  | 15             | 10                                   |
| 1902* | 15             | 12                                   |

\* No poll in 1902. The number of candidates equalled the number of vacancies.

Source: CRO YSB 1878 - 1903

TABLE 15

Ystradyfodwg School Board 1878 - 1903,  
Chairmen and Vice-Chairmen

| Year        | Chairman                                       | Vice Chairman          |
|-------------|--|------------------------|
| 1878 - 1881 | D. Evans                                       | W. Jenkins             |
| 1881 - 1884 | D. Evans                                       | W. Jenkins             |
| 1884 - 1887 | D. Evans                                       | W. Jenkins             |
| 1887 - 1890 | D. Evans to Dec 1889<br>W. Morgan <sup>1</sup> | W. Morgan <sup>1</sup> |
| 1890 - 1893 | W.W. Hood                                      | Rev. Dr. W. Morris     |
| 1893 - 1896 | W.W. Hood                                      | Rev. Dr. W. Morris     |
| 1896 - 1899 | T. Bevan                                       | Rev. Dr. W. Morris     |
| 1899 - 1902 | Rev. Dr. W. Morris                             | T. Bevan               |
| 1902 - 1903 | Rev. Dr. W. Morris                             | Rev. W. Charles        |

<sup>1</sup>Also a member of the Parish Vestry

Source: CRO YSB 1878 - 1903

TABLE 16

County and County Borough Populations  
in Wales, 1938

| Area            | Population |
|-----------------|------------|
| Anglesey        | 49,029     |
| Breconshire     | 54,830     |
| Caernarvonshire | 118,590    |
| Cardiganshire   | 52,210     |
| Carmarthenshire | 172,920    |
| Denbighshire    | 171,847    |
| Flintshire      | 130,720    |
| Glamorganshire  | 708,500    |
| Merionethshire  | 41,610     |
| Monmouthshire   | 333,163    |
| Montgomeryshire | 44,830     |
| Pembrokeshire   | 86,320     |
| Radnorshire     | 20,420     |
| Cardiff         | 226,100    |
| Merthyr Tydfil  | 71,108     |
| Newport         | 96,620     |
| Swansea         | 161,100    |

Source: R.U.D.C: Registrar General's Statistics, 1938

TABLE 17

The Practise of Co-option to Education  
Committees in Wales, 1928 - 1929

| Type of<br>Authority    | No. of Co-optees |       | Total |
|-------------------------|------------------|-------|-------|
|                         | Men              | Women |       |
| County Councils<br>(13) | 63               | 50    | 113   |
| County Boroughs<br>(4)  | 3                | 8     | 11    |
| Boroughs<br>(5)         | 12               | 8     | 20    |
| Urban Districts<br>(8)  | 6                | 11    | 17    |
| Totals 30               | 84               | 77    | 161   |

Source: Cardiff Central Library,  
Municipal Year Book 1930, pp 643-644.

TABLE 18

Rhondda U.D.C. - School Population and  
Accommodation 1903 - 1945

|                   | 1903   | 1912   | 1936   | 1945   |
|-------------------|--------|--------|--------|--------|
| School Population | 26,347 | 32,951 | 26,792 | 22,952 |
| No. of Schools    | 38     | 44     | 47     | 50     |
| Accommodation     | 23,105 | 33,715 |        | 34,309 |
| No. on Books      | 26,347 | 32,951 | 26,792 | 22,952 |

Source: R.U.D.C. Education Officers Annual Reports and Published  
Statements 1903, 1912, 1936 and The Education  
Development Plan 1952.

TABLE 19

Individuals who were members of the Parish Vestry,  
School Board and the Rhondda U.D.C., and Offices  
Held, 1878 - 1903

---

| Name            | Parish Vestry          | School Board                                 | R.U.D.C.                                       |
|-----------------|------------------------|--|--|
| Rev. W. Jones   | Member                 | 1878-1881) 15<br>1884-1896) yrs              | 1895-1898 = 3<br>yrs                           |
| Canon W. Lewis  | Member and<br>Chairman | 1881-1903 = 22<br>yrs                        | 1895-1896) 15<br>1910-1922) yrs                |
| W. Morgan, J.P. | Member                 | 1887-1893 = 6<br>yrs<br>Chairman 1899/<br>90 | 1896-1907 = 11<br>yrs                          |
| E.H. Davies     | Member                 | 1884-1887 = 3<br>yrs                         | Chairman of<br>Burial<br>Committee<br>wef 1900 |

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Source: E.D. Lewis. The Rhondda Valleys, 1958;  
CRO: Ystradyfodwg School Board Minutes 1878 - 1903;  
R.U.D.C. Minutes 1896 - 1946

TABLE 20

Concurrent Membership of School Board and  
Rhondda U.D.C. 1878 - 1903

| Name                   | Concurrent Service |
|------------------------|--------------------|
| W. Jenkins             | 1896 - 1900        |
| Rev. W. Jones          | 1896               |
| Canon W. Lewis         | 1895 - 1896        |
| Thomas Davies          | 1902 - 1903        |
| D. Williams            | 1896 - 1899        |
| D.R. Jones             | 1903               |
| Ada Jones <sup>1</sup> | 1903               |

Source: CRO: Ystradyfodwg School Board Minutes 1878 - 1903  
R.U.D.C. Minutes 1896 - 1946

<sup>1</sup>Served on the R.U.D.C. in a co-optative capacity



TABLE 21

Individuals who served on the School Board  
and Rhondda U.D.C. 1878 - 1903

---

| Name                   | School Board Service     |              | R.U.D.C. Service        |              |
|------------------------|--------------------------|--------------|-------------------------|--------------|
|                        | Period(s)                | No. of Years | Period(s)               | No. of Years |
| W. Jenkins             | 1878-1903                | 25           | 1896-1900               | 4            |
| Rev. W. Jones          | 1878-1881)<br>1884-1896) | 15           | 1896-1899               | 3            |
| Canon W. Lewis         | 1881-1903                | 22           | 1895-1896)<br>1910-1922 | 14           |
| W. Morgan              | 1887-1893                | 6            | 1896-1906               | 11           |
| D. Williams            | 1893-1899                | 6            | 1896-1914               | 18           |
| W.D. Wight             | 1893-1896                | 3            | 1897-1909               | 12           |
| Ada Jones <sup>1</sup> | 1896-1903                | 7            | 1903-1906               | 3            |
| T. Davies              | 1902-1903                | 1            | 1899-1909               | 10           |
| D.R. Jones             | 1896-1903                | 7            | 1903-1911               | 8            |
| W.W. Hood              | 1878-1890                | 11           | 1907-1908               | 1            |
| D.C. Jones             | 1902-1903                | 1            | 1908-1909               | 1            |

Note: <sup>1</sup> served on the R.U.D.C. in a co-optative capacity

Sources: CRO Ystradfydwyg School Board Minutes 1878 - 1903  
R.U.D.C. Minutes 1896 - 1946

TABLE 22

Block Periods of Simultaneous Service on  
the Rhondda U.D.C. by Former Members  
of the School Board, 1894 - 1946

| Period | Name                   | No. of Years<br>service on<br>R.U.D.C. | Proportion of R.U.D.C.<br>Membership         |
|--------|------------------------|--|--|
| 1896   | W. Jenkins             | 4                                      | )  |
| to     | Rev. W. Jones          | 3                                      | )  |
| 1900   | David Williams         | 4                                      | ) $\frac{5}{15} = \frac{1}{3}$               |
|        | W.D. Wight             | 3                                      | )  |
|        | Thomas Davies          | 4                                      | )  |
|        | William Morgan         | 6                                      | ) ( i) to 1906: $\frac{6}{30} = \frac{1}{5}$ |
| 1901   | David Williams         | 10                                     | ) ( ii) 1906-1908:                           |
|        | W.D. Wight             | 9                                      | ) $\frac{5}{30} = \frac{1}{6}$               |
| to     | Ada Jones <sup>1</sup> | 6                                      | ) (iii) 1908-1909:                           |
|        | Thomas Davies          | 9                                      | ) $\frac{5}{30} = \frac{1}{6}$               |
| 1910   | D.R. Jones             | 10                                     | ) ( iv) 1909-1910:                           |
|        | W.W. Hood              | 8                                      | ) $\frac{2}{30} = \frac{1}{15}$              |
|        | D.C. Jones             | 9                                      | )  |
| 1911   | Canon W. Lewis         | 9                                      | ) ( i) 1911-1914:                            |
| to     |                        |  | ) $\frac{2}{30} = \frac{1}{15}$              |
| 1920   | David Williams         | 3                                      | ) ( ii) 1914-1920:                           |
|        |                        |  | ) $\frac{2}{35} = \frac{1}{17}$              |

Note: <sup>1</sup>served on R.U.D.C. in a co-optative capacity

Source: R.U.D.C. Minutes 1896 - 1920

TABLE 23

Rhondda Council Offices held by  
former members of the Ystradyfodwg  
School Board 1902 - 1946

|                          |         |  |
|--------------------------|---------|--|
| D. Williams              | 1902/3  | Chairman of Roads Committee                    |
|                          | 1904/5  | Vice-Chairman of Council                       |
|                          | 1905/6  | Chairman of Council                            |
| W.D. Wight               | 1905/6  | Vice-Chairman of Council                       |
|                          | 1906/7  | Chairman of Council                            |
|                          | 1900/9  | Chairman of Gas, Water & Electricity Committee |
| D.R. Jones               | 1911/12 | Chairman of Council                            |
| Thomas Owen <sup>1</sup> | 1921/22 | ) Chairman of School Management                |
|                          | 1923/25 | ) Committee                                    |
|                          | 1925/27 | Chairman of Education Committee                |
|                          | 1926/27 | Vice-Chairman of Council                       |
|                          | 1927/28 | Chairman of Council                            |
|                          | 1927/30 | Chairman of Secondary Educ. S/c                |
|                          | 1932/34 | Chairman of Gas, Water, Electricity Committee  |

Note: <sup>1</sup>Thomas Owen was also a member of the Council 'inner-ring' (Table 28).

Source: R.U.D.C. Minutes 1896 - 1946

TABLE 24

Rhondda U.D.C. 1896 to 1946 -  
Councillors' length of Service in full years

| Years of Service | No. of<br>Councillors | Years of Service | No. of<br>Councillors |
|------------------|-----------------------|------------------|-----------------------|
| 1                | 12                    | 19               | 2                     |
| 2                | 17                    | 20               | 2                     |
| 3                | 18                    | 21               | 2                     |
| 4                | 10                    | 22               | 1                     |
| 5                | 4                     | 23               | 2                     |
| 6                | 12                    | 24               | 3                     |
| 7                | 6                     | 25               | 1                     |
| 8                | 7                     | 26               | 1                     |
| 9                | 10                    | 27               | 2                     |
| 10               | 4                     | 28               | 0                     |
| 11               | 3                     | 29               | 1                     |
| 12               | 8                     | 30               | 0                     |
| 13               | 4                     | 31               | 0                     |
| 14               | 5                     | 32               | 0                     |
| 15               | 7                     | 33               | 0                     |
| 16               | 4                     | 34               | 1                     |
| 17               | 1                     | 35               | 1                     |
| 18               | 2                     | 36               | 1                     |

Source: R.U.D.C. Minutes 1896 - 1946 and Table 14(a)

TABLE 25

Rhondda U.D.C. 1896 - 1946, Longest Serving Members

| Name                   | Total Service<br>in years |
|------------------------|---------------------------|
| W.E. Thomas*           | 36                        |
| M. Harcombe*           | 35                        |
| W.S. Lane*             | 34                        |
| T.R. Davies*           | 31                        |
| T. Griffiths           | 29                        |
| R.M. Rees*             | 27                        |
| O.J. Buckley*          | 27                        |
| J. James*              | 26                        |
| B. Davies              | 25                        |
| E. Morgan*             | 24                        |
| D. Evans               | 24                        |
| J.D. Williams          | 24                        |
| W.P. Thomas            | 23                        |
| J. Minton <sup>1</sup> | 23                        |
| W.H. Mathias           | 22                        |
| A. Jacob*              | 21                        |
| Annie Price            | 21                        |
| T. Owen*               | 20                        |
| E.J. Williams*         | 20                        |
| T. Thomas              | 19                        |
| T.H. Smith*            | 19                        |
| I.R. Thomas*           | 18                        |
| D. Williams            | 18                        |
| H.E. Maltby            | 17                        |
| W.T. Jones             | 16                        |
| J.T. Davies            | 16                        |
| Annie Hughes*          | 16                        |
| E.J. Oakley            | 16                        |

Notes: <sup>1</sup>J. Minton was returned unopposed for the whole 23 years - a local government record. (Western Mail, 24 February, 1939).  
\*Member of Council 'inner-ring'

Source: Table 14(a)

TABLE 26

Rhondda U.D.C. 1896 - 1945, Continuity of Membership

| Year              | Size of Council | No. of Councillors still in service for following year |            | Year              | Size of Council | No. of Councillors still in service for following year |            |
|-------------------|-----------------|--|------------|-------------------|-----------------|--|------------|
|                   |                 | No.  | % of total |                   |                 | No.  | % of total |
| 1896              | 15              | 14   | 93         | 1921              | 35              | 30   | 85         |
| 1897              | 15              | 14   | 93         | 1922              | 35              | 34   | 97         |
| 1898              | 15              | 13   | 86         | 1923              | 35              | 35   | 100        |
| 1899 <sup>1</sup> | 30              | 28   | 93         | 1924              | 35              | 34   | 97         |
| 1900              | 30              | 26   | 86         | 1925              | 35              | 30   | 85         |
| 1901              | 30              | 27   | 90         | 1926              | 35              | 30   | 85         |
| 1902              | 30              | 28   | 93         | 1927              | 35              | 31   | 88         |
| 1903              | 30              | 28   | 93         | 1928              | 35              | 32   | 91         |
| 1904              | 30              | 29   | 96         | 1929              | 35              | 32   | 91         |
| 1905              | 30              | 28   | 93         | 1930              | 35              | 34   | 97         |
| 1906              | 30              | 26   | 86         | 1931              | 35              | 32   | 91         |
| 1907              | 30              | 25   | 80         | 1932              | 35              | 32   | 91         |
| 1908              | 30              | 29   | 96         | 1933              | 35              | 30   | 85         |
| 1909              | 30              | 28   | 93         | 1934              | 35              | 30   | 85         |
| 1910              | 30              | 24   | 80         | 1935              | 35              | 35   | 100        |
| 1911              | 30              | 25   | 83         | 1936              | 35              | 32   | 91         |
| 1912              | 30              | 28   | 93         | 1937              | 35              | 33   | 94         |
| 1913 <sup>2</sup> | 35              | 32   | 91         | 1938              | 35              | 33   | 94         |
| 1914              | 35              | 31   | 88         | 1939 <sup>3</sup> | 35              | 35   | 100        |
| 1915              | 35              | 32   | 91         | 1940 <sup>3</sup> | 35              | 35   | 100        |
| 1916              | 35              | 33   | 94         | 1941 <sup>3</sup> | 35              | 35   | 100        |
| 1917              | 35              | 33   | 94         | 1942 <sup>3</sup> | 35              | 34   | 97         |
| 1918 <sup>3</sup> | 35              | 25   | 71         | 1943 <sup>3</sup> | 35              | 35   | 100        |
| 1919              | 35              | 30   | 85         | 1944 <sup>3</sup> | 35              | 35   | 100        |
| 1920              | 35              | 30   | 85         | 1945 <sup>3</sup> | 35              | 30   | 85         |

Notes: <sup>1</sup>Council size doubled  
<sup>2</sup>Council size increased to 35  
<sup>3</sup>No elections held (war-time). Figures less than 100% are the result of deaths or resignations

Source: R.U.D.C. Minutes 1896 - 1946

TABLE 27

Rhondda U.D.C. 1896 - 1946,  
Chairmen of Major Committees and Education Sub-Committees

| Year <sup>1</sup> | Education <sup>2</sup> | Secondary S/C <sup>3</sup> | School Management Finance S/C <sup>3</sup> | Health         | Gas, Water & Electricity | Roads        |
|-------------------|------------------------|----------------------------|--|----------------|--------------------------|--------------|
| 1896)             |                        |                            |  |                |                          |              |
| 1897)             |                        |                            |  |                |                          |              |
| 1898)             | No                     | Education                  | Powers                                     |                |                          |              |
| 1899)             |                        |                            |  |                |                          |              |
| 1900)             |                        |                            |  | W.E. Thomas    | T. Griffiths             | W.H. Mathias |
| 1901)             |                        |                            |  | L.P. Griffiths | "                        | "            |
| 1902)             |                        |                            |  | D. Evans       | "                        | M. Morris    |
|                   |                        |                            |  | J. Brooks      | "                        | D. Williams  |
| 1903              | W.E. Thomas            | W.E. Thomas                | E. Jones                                   | R.S. Griffiths | "                        | "            |
| 1904              | "                      | "                          | D. Smith                                   | "              | "                        | T. Griffiths |
| 1905              | "                      | "                          | "  | "              | "                        | "            |
| 1906              | "                      | "                          | "  | "              | "                        | "            |
| 1907              | "                      | "                          | T. Thomas                                  | "              | "                        | "            |
| 1908              | "                      | "                          | "  | "              | "                        | "            |
| 1909              | "                      | "                          | B. Davies                                  | A.G. Tribe     | "                        | "            |
| 1910              | "                      | "                          | D.C. Evans                                 | "              | R.S. Griffiths           | "            |
| 1911              | "                      | "                          | T. Evans                                   | "              | "                        | "            |
| 1912              | "                      | "                          | W.P. Thomas                                | "              | W.H. Mathias             | "            |
| 1913              | "                      | "                          | W. Williams                                | "              | "                        | "            |
| 1914              | A. Jacob*              | "                          | "  | M. Harcombe*   | "                        | "            |
| 1915              | "                      | "                          | E.J. Roderick*                             | G. Lloyd       | "                        | "            |

TABLE 27 (CONTINUED)

| Year <sup>1</sup> | Education <sup>2</sup> | Secondary S/C <sup>3</sup> | School Management S/C <sup>3</sup> | Finance        | Health         | Gas, Water & Electricity | Roads            |
|-------------------|------------------------|----------------------------|------------------------------------|----------------|----------------|--------------------------|------------------|
| 1916              | A. Jacob*              | W.E. Thomas                | E.J. Roderick*                     | A. Orchard     | M. Harcombe*   | W.H. Mathias             | T. Griffiths     |
| 1917              | E.J. Roderick*         | G. Rowlands                | J. James*                          | "              | H.E. Maltby    | "                        | "                |
| 1918              | "                      | "                          | "                                  | "              | "              | "                        | "                |
| 1919              | J. James               | A. Jacob*                  | E. Morgan*                         | G. Lloyd       | W.S. Lane*     | M. Harcombe*             | "                |
| 1920              | "                      | "                          | "                                  | "              | "              | "                        | D. Evans         |
| 1921              | E. Morgan              | J. Kane                    | T. Owen*                           | E.J. Roderick* | T.R. Davies*   | O.J. Buckley*            | R.M. Rees*       |
| 1922              | "                      | A. Jacob*                  | W.P. Thomas                        | "              | H.E. Maltby    | D. Davies                | "                |
| 1923              | W.S. Lane              | "                          | T. Owen*                           | A. Orchard     | T.R. Davies*   | "                        | J. James*        |
| 1924              | "                      | E.J. Roderick*             | "                                  | G. Lloyd       | T.B. Thomas    | R.M. Rees*               | "                |
| 1925              | T. Owen                | "                          | LL. Jones*                         | "              | "              | "                        | T. Rees          |
| 1926              | "                      | A. Jacob*                  | "                                  | "              | T.R. Davies*   | W.S. Lane*               | "                |
| 1927              | LL. Jones              | "                          | S. Hedditch*                       | R.M. Rees*     | "              | "                        | J. Hughes        |
| 1928              | "                      | T. Owen*                   | "                                  | "              | T.B. Thomas    | J. James*                | "                |
| 1929              | S. Hedditch            | "                          | T.H. Smith*                        | A. Jacob*      | "              | "                        | O.J. Buckley*    |
| 1930              | "                      | LL. Jones*                 | "                                  | M. Harcombe*   | E.J. Williams* | E. Morgan*               | "                |
| 1931              | T.H. Smith             | "                          | Eliza Williams                     | "              | "              | "                        | J. Minton        |
| 1932              | "                      | R.M. Rees*                 | "                                  | A. Jacob*      | E. Morgan*     | T. Owen*                 | "                |
| 1933              | M. Harcombe            | "                          | W.S. Lane*                         | J. James*      | "              | "                        | Eliza Williams   |
| 1934              | "                      | W.S. Lane*                 | O.J. Buckley*                      | "              | S. Hedditch*   | T.R. Davies*             | "                |
| 1935              | R.M. Rees              | "                          | J. Minton                          | T.H. Smith*    | J.T. Davies    | "                        | L. Annie Hughes* |
| 1936              | "                      | "                          | "                                  | I.R. Thomas*   | "              | O.J. Buckley*            | "                |
| 1937              | T.R. Davies*           | O.J. Buckley*              | R.M. Rees*                         | "              | W. Rees        | J. Minton                | M. Davies        |



TABLE 27 (CONTINUED)

| Year | <sup>1</sup> Education | Secondary S/C <sup>3</sup> | School Management S/C <sup>3</sup> | Finance        | Health        | Gas, Water & Electricity | Roads         |
|------|------------------------|----------------------------|------------------------------------|----------------|---------------|--------------------------|---------------|
| 1938 | J.R. Davies*           | O.J. Buckley*              | R.M. Rees*                         | T.H. Smith*    | W. Rees       | J. Minton                | M. Davies     |
| 1939 | O.J. Buckley           | E.J. Williams*             | T.R. Davies*                       | L. Bateman     | T.B. Thomas   | T.H. Smith*              | E.J. Oakley   |
| 1940 | "                      | "                          | "                                  | "              | "             | "                        | "             |
| 1941 | I.R. Thomas            | J.T. Davies                | L. Annie Hughes*                   | T.J. Llewellyn | W.S. Lane*    | E.J. Williams*           | D.T. Davies   |
| 1942 | "                      | "                          | "                                  | "              | "             | "                        | D.J. Richards |
| 1943 | E.J. Williams          | T.R. Davies*               | I.R. Thomas*                       | M. Harcombe*   | O.J. Buckley* | J.T. Davies              | "             |
| 1944 | E.J. Williams*         | "                          | "                                  | "              | "             | "                        | S. Mitchell   |
| 1945 | L. Annie Hughes*       | M. Harcombe*               | E.J. Williams*                     | T. Edmunds     | W.C. Venning  | I.R. Thomas*             | "             |
| 1946 | "                      | T.R. Davies*               | I.R. Thomas*                       | M. Harcombe*   | O.J. Buckley* | J.T. Davies              | "             |

Notes: 1. Council year ran from April/May each year

2. The Education Committee comprised the full Council

3. These two sub-committees comprised the full Education Committee and, therefore, also the full Council (see Note 2).

\* indicates 'inner-ring' members: defined as those monopolising Committee Chairmanships

Source: R.U.D.C. Minutes 1896 - 1946

TABLE 28

Rhondda U.D.C. 1896 to 1946,  
The Council 'Inner-ring' Members  
and their election profiles

| Name               | No. of times<br>elected | No. of times<br>returned<br>unopposed | Years<br>unopposed                               |
|--------------------|-------------------------|---------------------------------------|--|
| W.E. Thomas        | 12                      | 8                                     | 1900, 1903, 1906, 1909<br>1915, 1921, 1927, 1930 |
| Abel Jacob         | 7                       | 3                                     | 1912, 1921, 1924                                 |
| Evan J. Roderick   | 5                       | 1                                     | 1922   |
| James James        | 8                       | 3                                     | 1919, 1922, 1934                                 |
| Edgar Morgan       | 8                       | 3                                     | 1915, 1924, 1927                                 |
| W.S. Lane          | 10                      | 5                                     | 1915, 1924, 1927, 1936<br>1939                   |
| Thomas Owen        | 6                       | 4                                     | 1920, 1923, 1926, 1929                           |
| Llew. Jones        | 5                       | 3                                     | 1923, 1926, 1932                                 |
| Samuel Hedditch    | 5                       | 4                                     | 1922, 1923, 1926, 1932                           |
| Thomas Henry Smith | 6                       | 2                                     | 1929, 1938                                       |
| Mark Harcombe      | 9                       | 3                                     | 1923, 1926, 1938                                 |
| Richard M. Rees    | 9                       | 4                                     | 1919, 1922, 1928, 1937                           |
| Thomas R. Davies   | 8                       | 3                                     | 1924, 1927, 1939                                 |
| Owen J. Buckley    | 8                       | 0                                     | -  |
| Iorwerth R. Thomas | 5                       | 0                                     | -  |
| E.J. Williams      | 5                       | 4                                     | 1926, 1929, 1935, 1938                           |
| L. Annie Hughes    | 4                       | 3                                     | 1933, 1936, 1939                                 |

Notes: 1. Members of 'inner-ring' derived from Table 27  
 2. No elections in 1918 and 1940-1946 therefore these excluded from the table.  
 3. 14 of the 17 'inner-ring' members were among the longest serving Councillors from 1896-1946 (Table 25)

Source: R.U.D.C. Minutes 1896-1946 and Borough Secretary's files.

TABLE 29(a)

Rhondda U.D.C. 1896 - 1946,  
Members' Occupations<sup>1</sup>, Political Affiliations  
and Religion

---

| Name           | Period<br>of<br>Service  | Occupation  | Politics | Religion<br>(NC only<br>indicat-<br>ed) |
|----------------|--------------------------|---|----------|---|
| D.L. Treharne  | 1899-1901                | Solicitor   |          |   |
| W. Jenkins     | 1896-1900                | Colliery Manager                                    |          |   |
| W.H. Mathias   | 1896-1918                | Architect, Surveyor, Liberal<br>Colliery proprietor |          |   |
| M. Llewellyn   | 1896-1904                | Landlord, Public<br>House                           |          |   |
| W. Morgan      | 1896-1906                | Farmer  |          |   |
| W. Jones       | 1896-1898                | Minister of<br>Religion                             |          | NC                                      |
| W.E. Thomas    | 1896-1932                | Medical<br>Practitioner                             | Labour   | NC                                      |
| J. Thomas      | 1896-1897                |   |          |   |
| R.S. Griffiths | 1896-1911                | Architect, Surveyor                                 | Liberal  | NC                                      |
| T. Griffiths   | 1896-1925                | Mining Engineer &<br>Colliery Manager               | Labour   |   |
| J.D. Williams  | (1896-1914<br>(1916-1920 | Farmer, Brewery<br>Director                         | Liberal  | NC                                      |
| L.P. Griffiths | 1896-1911                | Grocer, Provisions<br>Merchant                      | Liberal  | NC                                      |
| M. Morris      | 1896-1902                | Contractor  | Liberal  | NC                                      |
| D. Williams    | 1896-1912                | Builder   | Lib/Lab  | NC                                      |
| D. Evans       | 1896-1920                | Miner   | Labour   | NC                                      |
| W.D. Wight     | 1897-1909                | Industrialist and<br>Colliery Agent                 | Liberal  |   |
| D.C. Evans     | (1898-1899<br>(1902-1910 | Landlord, Public<br>House                           | Liberal  |   |
| J. Brooks      | 1899-1905                | Fruiterer   | Lib/Lab  | NC                                      |
| J. David       | 1899-1900                |   | Lib/Lab  |   |
| E.P. Davies    | 1900-1905                | Accountant  |          |   |

TABLE 29 (a) (CONTINUED)

| Name          | Period<br>of<br>Service | Occupation   | Politics     | Religion<br>(NC only<br>indicat-<br>ed) |
|---------------|-------------------------|--|--------------|---|
| E.N. Davies   | 1899-1903               | Doctor   | Conservative |   |
| J. Gilmour    | 1899-1906               | Mining Engineer  |              |   |
| E. Jones      | 1899-1911               | Librarian,<br>Caretaker, Manager<br>of Labour Exchange | Lib/Lab      | NC                                      |
| W.T. Jones    | 1899-1915               | Colliery<br>Accountant                                 | Liberal      | NC                                      |
| P. Rees       | 1899-1901               |  |              |   |
| T. Rees       | 1899-1900               | Miner  | Labour       |   |
| D. Rowlands   | 1899-1907               | Estate Agent   | Lib/Lab      | NC                                      |
| J. Samuel     | 1899-1900               |  | Lib/Lab      |   |
| D. Smith      | 1899-1910               | Draper   | Liberal      | NC                                      |
| E. Watkins    | 1900-1902               | Butcher  | Independent  |   |
| E. Williams   | 1899-1907               |  |              |   |
| J. Williams   | 1899-1900               |  |              |   |
| T. Thomas     | 1899-1918               | Grocer   | Labour       | NC                                      |
| B. Davies     | 1900-1926               | Miner, Miners'<br>Agent                                | Labour       | NC                                      |
| E. Griffiths  | 1899-1901               |  | Lib/Lab      |   |
| D.W. Jones    | 1901-1906               | Solicitor  |              |   |
| T. Morgan     | 1901-1903               | Schoolmaster   | Liberal      |   |
| G. Davies     | 1902-1907               | Licensed<br>Victualler                                 |              |   |
| D. Edwards    | 1902-1907               | Boot Merchant  |              |   |
| D.R. Jones    | 1903-1911               | Mining Engineer,<br>Colliery Manager                   | Liberal      | NC                                      |
| T. George     | 1903-1910               | Miner  | Labour       | NC                                      |
| T. Davies     | 1899-1909               | Miner  |              |   |
| T. Evans      | 1904-1912               | Miner, Miners'<br>Agent                                |              |   |
| W.P. Thomas   | 1904-1927               | Colliery Manager                                       | Ratepayers   | NC                                      |
| J.L. Williams | 1905-1907               | Minister of<br>Religion                                |              | NC                                      |

TABLE 29(a) (CONTINUED)

| Name           | Period<br>of<br>Service  | Occupation                           | Politics     | Religion<br>(NC only<br>indicat-<br>ed) |
|----------------|--------------------------|--------------------------------------|--------------|---|
| W.T. Davies    | 1906-1914                | Solicitor                            |              |   |
| A.G. Tribe     | 1906-1920                | Physician &<br>Surgeon               | Independent  |   |
| G. Evans       | 1907-1912                | Railway Guard                        | Labour       |   |
| W.W. Hood      | 1906-1907                | Mining Engineer,<br>Colliery Agent   | Conservative |   |
| W. Williams    | 1907-1919                | Draper/Outfitter                     | Liberal      | NC                                      |
| T. Harries     | 1908-1909                | Miner                                | Labour       |   |
| L. Hopkin      | 1908-1919                | Insurance Agent                      | Liberal      | NC                                      |
| D.C. Jones     | 1908-1909                | Minister of<br>Religion              | Lib/Lab      | NC                                      |
| H.E. Maltby    | 1908-1925                | Mining Engineer,<br>Colliery Manager | Ind. Cons.   |   |
| W.H. Morgan    | 1908-1910                | Miner                                | Labour       |   |
| W. Thomas      | 1908-1910                | Miner                                | Lib/Lab      |   |
| L.W. Llewellyn | 1909-1910                | Mining Engineer,<br>Colliery Manager | Conservative |   |
| J. James       | 1910-1936                | Miner                                | Labour       | NC                                      |
| W. Lewis       | (1895-1896<br>(1910-1922 | Parish Vicar                         | Ratepayer    |   |
| D. Davies      | 1911-1925                | Builder/Contractor                   | Liberal      |   |
| M. Harcombe    | 1911-1946                | Miner                                | Labour       | NC                                      |
| A. Jacob       | 1911-1932                | Miner                                | Labour       | NC                                      |
| E.T. Wood      | 1911-1919                | Miner                                | Labour       |   |
| N. Rees        | 1911-1913                | Miner                                | Labour       |   |
| R. Hughes      | 1911-1921                | Minister of<br>Religion              | Liberal      | NC                                      |
| W.S. Lane      | 1912-1946                | Miner                                | Labour       |   |
| G. Lloyd       | 1912-1926                | Miner                                | Labour       |   |
| E. Morgan      | 1912-1936                | Miner                                | Labour       |   |
| E.J. Roderick  | 1912-1927                | Miner                                | Labour       |   |
| D. Thomas      | 1912-1919                | Miner                                | Labour       |   |

TABLE 29(a) (CONTINUED)

| Name           | Period of Service        | Occupation                        | Politics               | Religion (NC only indicated) |
|----------------|--------------------------|-----------------------------------|------------------------|------------------------------|
| A.J. Orchard   | 1913-1918                | Licensed Victualler               | Ratepayer Conservative |                              |
| H.A. Phillips  | 1913-1918                | Solicitor                         | Liberal                |                              |
| R.M. Rees      | 1913-1940                | Miner                             | Labour                 |                              |
| G. Rowlands    | 1913-1918                | Colliery Surface Contractor       | Conservative           | NC                           |
| J. Thomas      | 1913-1918                |                                   | Labour                 |                              |
| J. Nicholas    | 1913-1917                | Minister of Religion              | Labour                 | NC                           |
| T. Owen        | 1914-1934                | Miner                             | Labour                 |                              |
| D.R. Morgan    | 1915-1916                |                                   |                        |                              |
| J. Minton      | 1916-1939                | Miner                             | Labour                 | NC                           |
| T. R. Davies   | 1915-1946                | Miner                             | Labour                 |                              |
| J.T. Jones     | 1915-1929                | General Merchant                  | Liberal                |                              |
| J. Bowen       | 1920-1921                |                                   | Labour                 |                              |
| J. Davies      | 1925-1926                |                                   |                        |                              |
| S. Hedditch    | 1922-1934                | Miner                             | Labour                 |                              |
| G. Jones       | 1919-1921                | Miner                             |                        |                              |
| I.T. Rees      | 1919-1920                |                                   | Labour                 |                              |
| J. Kane        | 1919-1927                | Mining Engineer, Colliery Manager | Liberal                |                              |
| W.D. Morgan    | 1919-1930                | Architect, Surveyor               | Independent            |                              |
| A.J. Cook      | 1919-1921                | Miner                             | Communist              |                              |
| T. Rees        | 1919-1932                | Miner                             | Labour                 |                              |
| O.J. Buckley   | (1919-1921<br>1924-1946) | Miner                             | Labour                 |                              |
| LL. Jones      | 1920-1934                | Miner                             | Socialist              |                              |
| T.H. Smith     | (1920-1922<br>1926-1943) | Miners' Agent                     | Labour                 |                              |
| Eliza Williams | 1920-1934                | Miner's Wife                      | Labour                 |                              |
| M. Benjamin    | (1921-1927<br>1935-1946) | Miner / teacher & Butcher         | Peoples' candidate     |                              |

TABLE 29(a) (CONTINUED)

| Name            | Period<br>of<br>Service  | Occupation                           | Politics             | Religion<br>(NC only<br>indicat-<br>ed) |
|-----------------|--------------------------|--------------------------------------|----------------------|---|
| E.T. Harcombe   | 1927-1928                | Ironmonger                           |                      |   |
| J. Hughes       | 1921-1929                | Miner                                | Labour               |   |
| G. Newman       | 1921-1926                | Licensed Victualler                  | Conservative         |   |
| Annie Price     | 1921-1942                | Schoolmistress                       | Liberal/Ind          |   |
| W. Wells        | 1921-1925                | Miner                                |                      |   |
| D. Evans        | 1922-1927                | Colliery Official                    |                      |   |
| T.B. Thomas     | 1920-1946                | Minister of<br>Religion              | Independent          |   |
| A.J. Orchard    | 1922-1924                | Office Clerk and<br>Hostelry Manager | Conservative         |   |
| T. Williams     | (1922-1924<br>(1929-1931 | Picture Framer<br>& Town Crier       | Liberal              |   |
| A. Jones        | 1923-1925                | Miner                                | Labour               |   |
| J. Morgans      | 1925-1933                | Flannel Merchant                     | Independent          |   |
| D. Lloyd-Davies | 1926-1928                |                                      |                      |   |
| D. Evans        | 1926-1928                | Branch Manager CWS                   | Labour/<br>Communist |   |
| E.J. Williams   | 1926-1946                | Miner                                | Labour               |   |
| W.H. Haggett    | 1927-1933                | Footwear Merchant                    | Independent          |   |
| D. Jones        | 1927-1928                | Wholesale Fruiter                    | "                    |   |
| R.J. Lewis      | 1927-1929                |                                      | Labour               |   |
| G.E. Maslin     | (1927-1930<br>(1934-1946 | Miner / Baker's<br>Roundsman         | Communist            |   |
| F. Quick        | 1927-1931                | Cashier - CWS                        |                      |   |
| R.J. Griffiths  | 1928-1929                |                                      | Labour               |   |
| W.T. Lewis      | 1928-1933                |                                      | Labour               |   |
| I.R. Thomas     | 1928-1946                | Miner                                | Labour               |   |
| S.P. Wilson     | 1930-1931                | Cashier                              |                      |   |
| T.J. Thomas     | 1928-1935                |                                      | Labour               |   |
| W.H. Lisk       | 1928-1930                |                                      |                      |   |
| W.D. Thomas     | 1929-1934                | Solicitor                            | Ind/Liberal          |   |

TABLE 29 (a) (CONTINUED)

| Name            | Period<br>of<br>Service  | Occupation                  | Politics    | Religion<br>(NC only<br>indicat-<br>ed) |
|-----------------|--------------------------|-----------------------------|-------------|---|
| T.J. Williams   | 1929-1930                |                             | Independent |   |
| J.T. Davies     | 1930-1946                | Miner                       | Labour      |   |
| L. Annie Hughes | 1930-1946                | Housewife                   | Labour      |   |
| W.O. Thomas     | 1930-1933                |                             | Independent |   |
| M. Davies       | 1930-1945                | Miner/Milk Vendor           | Labour      |   |
| E.J. Oakley     | 1930-1946                | Miner                       | Labour      |   |
| W.C. Venning    | (1930-1933<br>1937-1946) | Miner                       | Labour      |   |
| H. Withers      | 1930-1933                | Vicar (C of E)              | Independent |   |
| L.H. Cook       | 1932-1942                | Miner                       | Labour      |   |
| E. Orr          | 1932-1934                | Doctor                      | Labour      |   |
| W. Rees         | 1932-1946                | Miner                       | Labour      |   |
| D.T. Davies     | 1933-1942                | School Master               | Labour      |   |
| J. Davies       | 1933-1938                | Clerk                       | Labour      |   |
| F. Williams     | 1933-1946                | Miner                       | Communist   |   |
| T. Williams     | 1933-1937                | Insurance<br>Superintendent | Independent |   |
| A.P. Glanville  | 1934-1946                | Personnel Officer           | Independent |   |
| G.H. Llewellyn  | 1934-1936                | Minister of<br>Religion     | Independent |   |
| D. Phillips     | 1934-1946                | Miner                       | Communist   |   |
| D.J. Richards   | 1934-1945                | Colliery Blacksmith         | Labour      |   |
| G. Wales        | 1934-1946                | Railway Clerk               | Independent |   |
| F.J. Morton     | 1934-1937                | Miner                       | Communist   |   |
| L. Bateman      | 1935-1946                | Miner                       | Labour      |   |
| J.L. Davies     | 1935-1946                | Miners' Agent               | Communist   |   |
| S. Mitchell     | 1935-1946                | Miner                       | Labour      |   |
| A.J. Sweet      | 1935-1938                | Miner                       | Communist   |   |
| E.G. Thomas     | 1935-1937                | Lecturer                    | Communist   |   |
| J.T. Llewellyn  | 1937-1946                |                             | Labour      |   |



TABLE 29(a) (CONTINUED)

| Name                          | Period<br>of<br>Service | Occupation                      | Politics    | Religion<br>(NC only<br>indicat-<br>ed) |
|-------------------------------|-------------------------|---------------------------------|-------------|---|
| P. Morris                     | 1937-1945               |                                 | Independent |   |
| W.M. Williams                 | 1938-1946               | Miner                           | Communist   |   |
| A. Evans                      | 1938-1946               | Grocer                          | Labour      |   |
| Mary Parfitt                  | 1938-1946               | Housewife                       | Labour      |   |
| A. Trotman                    | 1939-1942               |                                 | Labour      |   |
| E.M. Davies                   | 1939-1946               | Miner                           | Labour      |   |
| T. Edmunds                    | 1939-1946               | Miner                           | Labour      |   |
| D.T. Morgan                   | 1942-1943               |                                 |             |   |
| I.G. Llewellyn                | 1942-1945               |                                 | Labour      |   |
| I.I. Jones                    | 1942-1946               | Solicitor's Clerk               | Labour      |   |
| T. Richards                   | 1943-1946               |                                 | Labour      |   |
| J.G. Elias                    | 1943-1946               | Administrator -<br>British Rail | Independent |   |
| Elizabeth Jones               | 1943-1946               | Teacher/Civil<br>Servant        | Labour      |   |
| L.B. Rothero                  | 1945-1946               | Railwayman                      | Labour      |   |
| Elizabeth J.<br>Collingbourne | 1946-                   |                                 | Communist   |   |
| A. Davies                     | 1946-                   | Hospital<br>Administrator       | Labour      |   |
| E. Edwards                    | 1946-                   | Miner/Railwayman                | Labour      |   |
| J.H. Lewis                    | 1946-                   | Colliery<br>Engineman           | Labour      |   |

Source: Rhondda Leader 1896 - 1946

TABLE 29(b)

Rhondda U.D.C. 1896 - 1946,  
Numerical Analysis of Miners<sup>1</sup>,  
Labour Party Members<sup>2</sup> and Non-Conformists<sup>3</sup>

| Year      | Size of Council | No. of |        |      | Year    | Size of Council | No. of |                 |
|-----------|-----------------|--------|--------|------|---------|-----------------|--------|-----------------|
|           |                 | Miners | Labour | NC's |         |                 | Miners | Labour NC's     |
| 1896/97   | 15              | 1      | 4      | 7    | 1922/23 | 35              | 19     | 20              |
| 1897/98   | 15              | 1      | 4      | 7    | 1923/24 | 35              | 19     | 20              |
| 1898/99   | 15              | 1      | 4      | 7    | 1924/25 | 35              | 20     | 21              |
| 1899/1900 | 30              | 2      | 13     | 14   | 1925/26 | 35              | 20     | 21              |
| 1900/01   | 30              | 3      | 12     | 13   | 1926/27 | 35              | 20     | 21              |
| 1901/02   | 30              | 3      | 11     | 14   | 1927/28 | 35              | 19     | 20              |
| 1902/03   | 30              | 3      | 10     | 14   | 1928/29 | 35              | 18     | 23              |
| 1903/04   | 30              | 4      | 11     | 15   | 1929/30 | 35              | 18     | 22              |
| 1904/05   | 30              | 5      | 11     | 16   | 1930/31 | 35              | 20     | 30              |
| 1905/06   | 30              | 5      | 11     | 17   | 1931/32 | 35              | 20     | 25              |
| 1906/07   | 30              | 5      | 10     | 16   | 1932/33 | 35              | 22     | 28              |
| 1907/08   | 30              | 5      | 11     | 17   | 1933/34 | 35              | 21     | 27              |
| 1908/09   | 30              | 8      | 13     | 17   | 1934/35 | 35              | 24     | 26              |
| 1909/10   | 30              | 8      | 12     | 17   | 1935/36 | 35              | 26     | 22              |
| 1910/11   | 30              | 8      | 12     | 17   | 1936/37 | 35              | 25     | 24              |
| 1911/12   | 30              | 8      | 13     | 18   | 1937/38 | 35              | 25     | 22              |
| 1912/13   | 30              | 13     | 17     | 15   | 1938/39 | 35              | 24     | 24              |
| 1913/14   | 35              | 13     | 18     | 15   | 1939/40 | 35              | 25     | 25              |
| 1914/15   | 35              | 13     | 17     | -    | 1940/41 | 35              | 24     | 23              |
| 1915/16   | 35              | 13     | 18     | -    | 1941/42 | 35              | 24     | 25              |
| 1916/17   | 35              | 15     | 19     | -    | 1942/43 | 35              | 23     | 26              |
| 1917/18   | 35              | 15     | 18     | -    | 1943/44 | 35              | 21     | 25              |
| 1918/19   | 35              | 15     | 18     | -    | 1944/45 | 35              | 22     | 24              |
| 1919/20   | 35              | 18     | 23     | -    | 1945/46 | 35              | 20     | 24              |
| 1920/21   | 35              | 20     | 22     | -    | 1946/47 | 35              | 20     | 23 <sup>4</sup> |
| 1921/22   | 35              | 21     | 21     | -    |         |                 |        |                 |

Notes: <sup>1</sup>Miners include Blacksmiths and surface workers

<sup>2</sup>Labour includes Lib/Lab and LLP members

<sup>3</sup>Non-Conformists not recorded after 1913/14

<sup>4</sup>Actual number was 25 (Rhondda Leader, 6 April 1946)

Source: Table 29(a)

TABLE 29(c)

Rhondda U.D.C. 1896 - 1946,  
Occupations and Political Affiliations of  
Council 'inner-ring'

| Name            | Occupation    | Political Affiliation |
|-----------------|---------------|-----------------------|
| W.E. Thomas     | Doctor        | Labour                |
| A. Jacob        | Miner         | Labour                |
| E.J. Roderick   | Miner         | Labour                |
| J. James        | Miner         | Labour                |
| Edgar Morgan    | Miner         | Labour                |
| W.S. Lane       | Miner         | Labour                |
| T. Owen         | Miner         | Labour                |
| LL. Jones       | Miner         | Socialist / Labour    |
| S. Hedditch     | Miner         | Labour                |
| T.H. Smith      | Miners' Agent | Socialist / Labour    |
| M. Harcombe     | Miner         | Labour                |
| R.M. Rees       | Miner         | Labour                |
| T.R. Davies     | Miner         | Labour                |
| O.J. Buckley    | Miner         | Labour                |
| I.R. Thomas     | Miner         | Labour                |
| E.J. Williams   | Miner         | Socialist / Labour    |
| L. Annie Hughes | Housewife     | Labour                |

Source: Tables 27 and 29(a)

TABLE 30

Rhondda U.D.C. 1896 - 1946,  
Political Affiliations of Council Chairmen & Vice-Chairmen

| Year          | Name           | Council Chairman<br>Party | Name           | Council Vice-Chairman<br>Party |
|---------------|----------------|---------------------------|----------------|--------------------------------|
| 1896/97       | W.H. Mathias   | Liberal                   | T. Griffiths   | Labour                         |
| 1897/98       | T. Griffiths   |                           | R.S. Griffiths | Liberal                        |
| 1898/99       | R.S. Griffiths | Liberal                   | M. Llewellyn   |                                |
| 1899/<br>1900 | M. Llewellyn   |                           | J.D. Williams  | Liberal                        |
| 1900/01       | Morris Morris  | Liberal                   | W.T. Jones     | Liberal                        |
| 1901/02       | W.T. Jones     | Liberal                   | D. Evans       | Labour                         |
| 1902/03       | D. Evans       | Labour                    | W.E. Thomas    | Labour                         |
| 1903/04       | W.E. Thomas    | Labour                    | L.P. Griffiths | Liberal                        |
| 1904/05       | L.P. Griffiths | Liberal                   | D. Williams    | Lib/Lab                        |
| 1905/06       | D. Williams    | Lib/Lab                   | W.D. Wight     | Liberal                        |
| 1906/07       | W.D. Wight     | Liberal                   | D. Smith       | Liberal                        |
| 1907/08       | D. Smith       | Liberal                   | E. Jones       | Lib/Lab                        |
| 1908/09       | E. Jones       | Lib/Lab                   | T. Thomas      | Labour                         |
| 1909/10       | T. Thomas      | Labour                    | B. Davies      | Labour                         |
| 1910/11       | B. Davies      | Labour                    | D.C. Evans     | Liberal                        |
| 1911/12       | D.R. Jones     | Liberal                   | T. Evans       |                                |
| 1912/13       | T. Evans       |                           | W.P. Thomas    | Ratepayers                     |
| 1913/14       | W.P. Thomas    | Ratepayers                | A.G. Tribe     | Independent                    |
| 1914/15       | A.G. Tribe     | Independent               | W. Williams    | Liberal                        |
| 1915/16       | W. Williams    | Liberal                   | H.E. Maltby    | Conservative                   |
| 1916/17       | H.E. Maltby    | Conserv-<br>ative         | L. Hopkins     | Liberal                        |
| 1917/18       | L. Hopkins     | Liberal                   | J. James       | Labour                         |
| 1918/19       | J. James       | Labour                    | E.J. Roderick  | Labour                         |
| 1919/20       | E.J. Roderick  | Labour                    | A. Jacob       | Labour                         |

TABLE 30 (CONTINUED)

| Year    | Council Chairman |             | Council Vice-Chairman |             |
|---------|------------------|-------------|-----------------------|-------------|
|         | Name             | Party       | Name                  | Party       |
| 1920/21 | A. Jacob         | Labour      | D. Davies             | Liberal     |
| 1921/22 | D. Davies        | Liberal     | M. Harcombe           | Labour      |
| 1922/23 | M. Harcombe      | Labour      | G. Lloyd              | Labour      |
| 1923/24 | G. Lloyd         | Labour      | E. Morgan             | Labour      |
| 1924/25 | E. Morgan        | Labour      | W.S. Lane             | Labour      |
| 1925/26 | W.S. Lane        | Labour      | R.M. Rees             | Labour      |
| 1926/27 | R.M. Rees        | Labour      | T. Owen               | Labour      |
| 1927/28 | T. Owen          | Labour      | J.T. Jones            | Liberal     |
| 1928/29 | J.T. Jones       | Liberal     | T.R. Davies           | Labour      |
| 1929/30 | T.R. Davies      | Labour      | J. Minton             | Labour      |
| 1930/31 | J. Minton        | Labour      | W.D. Morgan           | Independent |
| 1931/32 | T. Rees          | Labour      | Eliza Williams        | Labour      |
| 1932/33 | Eliza Williams   | Labour      | LL. Jones             | Socialist   |
| 1933/34 | LL. Jones        | Socialist   | T.B. Thomas           | Independent |
| 1934/35 | Annie Price      | Independent | S. Hedditch           | Labour      |
| 1935/36 | O.J. Buckley     | Labour      | T.H. Smith            | Labour      |
| 1936/37 | T.H. Smith       | Labour      | E.J. Williams         | Labour      |
| 1937/38 | E.J. Williams    | Labour      | I.R. Thomas           | Labour      |
| 1938/39 | I.R. Thomas      | Labour      | Annie Hughes          | Labour      |
| 1939/40 | Annie Hughes     | Labour      | J.T. Davies           | Labour      |
| 1940/41 | J.T. Davies      | Labour      | M. Davies             | Labour      |
| 1941/42 | M. Davies        | Labour      | E.J. Oakley           | Labour      |
| 1942/43 | E.J. Oakley      | Labour      | L.H. Cook             | Labour      |
|         |                  |             | W. Rees               | Labour      |
| 1943/44 | F. Williams      | Communist   | D. Phillips           | Communist   |
| 1944/45 | D. Phillips      | Communist   | D.J. Richards         | Labour      |
| 1945/46 | G.E. Maslin      | Communist   | D.J. Richards         | Labour      |
| 1946/47 | A.P. Glanville   | Independent | G. Wales              | Independent |

Source: R.U.D.C. Minutes 1896 - 1946 and Table 29(a)

TABLE 31

Rhondda Council 1947 - 1974  
Councillors' Years of Service

| Name               | Pre 1947<br>Service -<br>Years | Period of<br>Service<br>1947-1974 | No. of Years<br>Service<br>1947-1974 | Total<br>Council<br>Service |
|--------------------|--------------------------------|-----------------------------------|--------------------------------------|-----------------------------|
| M. Harcombe        | 36                             | 1947-1953                         | 6                                    | 42                          |
| W.S. Lane          | 35                             | 1947-1953                         | 6                                    | 41                          |
| Thomas R. Davies   | 32                             | 1947-1955                         | 8                                    | 40                          |
| O.J. Buckley       | 26                             | 1947-1949                         | 2                                    | 28                          |
| T.B. Thomas        | 27                             | 1947-1948                         | 1                                    | 28                          |
| E.J. Williams      | 21                             | 1947-1966                         | 19                                   | 40                          |
| G.E. Maslin        | 17                             | 1947-1949                         | 2                                    | 19                          |
| I.R. Thomas        | 19                             | 1947-1952                         | 5                                    | 24                          |
| L. Annie Hughes    | 17                             | 1947-1951                         | 4                                    | 21                          |
| E.J. Oakley        | 17                             | 1947-1956                         | 9                                    | 26                          |
| W.C. Venning       | 14                             | 1947-1957                         | 10                                   | 24                          |
| F. Williams        | 14                             | 1947-1948                         | 1                                    | 15                          |
| A.P. Glanville     | 13                             | 1947-1949                         | 2                                    | 15                          |
| D. Phillips        | 13                             | 1947-1949                         | 2                                    | 15                          |
| G. Wales           | 13                             | 1947-1974                         | 27                                   | 40                          |
| L. Bateman         | 12                             | 1947-1952                         | 5                                    | 17                          |
| S. Mitchell        | 12                             | 1947-1970                         | 23                                   | 35                          |
| Mrs. A.M. Vaughan  | 1                              | 1947-1948                         | 1                                    | 2                           |
| W. Murray Williams | 9                              | 1947-1948                         | 1                                    | 10                          |
| Alfred Evans       | 9                              | 1947-1952                         | 5                                    | 14                          |
| Mrs. C.M. Parfitt  | 9                              | 1947-1974                         | 27                                   | 36                          |
| Evan M. Davies     | 8                              | 1947-1968                         | 21                                   | 29                          |
| Ivor I. Jones      | 5                              | 1947-1965                         | 18                                   | 23                          |
| Thomas Richards    | 4                              | 1947-1954                         | 7                                    | 11                          |
| J.G. Elias         | 4                              | 1947-1965                         | 18                                   | 22                          |
| Eliz Jones         | 4                              | 1947-1967                         | 20                                   | 24                          |
| Eliz Collingbourne | 1                              | 1947-1948                         | 1                                    | 2                           |

TABLE 31 (CONTINUED)

| Name            | Pre 1947<br>Service<br>Years | Period of<br>Service<br>1947-1974 | No. of Years<br>Service<br>1947-1974 | Total<br>Council<br>Service |
|-----------------|------------------------------|-----------------------------------|--------------------------------------|-----------------------------|
| Arthur Davies   | 1                            | 1947-1974                         | 22                                   | 23                          |
| Evan Edwards    | 1                            | 1947-1961                         | 14                                   | 15                          |
| Joseph H. Lewis | 1                            | 1947-1972                         | 25                                   | 26                          |

| Name               | Period of<br>Service<br>1947-1974 | No. of Years<br>Service<br>1947-1974 |                    |
|--------------------|-----------------------------------|--------------------------------------|--------------------|
| L.B. Rothero       | 1947-1964                         | 17                                   |                    |
| Llew. Davies       | 1947-1966                         | 19                                   |                    |
| J. Gwyn            | 1947-1968)<br>1969-1972)          | 24                                   |                    |
| C. Lawthom         | 1947-1960                         | 13                                   |                    |
| R. Mathews         | 1947-1967                         | 20                                   |                    |
| Ioan Williams      | 1947-1966                         | 19                                   |                    |
| T.M. Brookes       | 1948-1965                         | 17                                   |                    |
| W.J. Cann          | 1948-1956                         | 8                                    |                    |
| M. Davies          | 1948-1961                         | 13                                   |                    |
| A.T. Allen         | 1949-1960                         | 11                                   |                    |
| I.S. Howells       | 1949-1951                         | 2                                    |                    |
| D. Murphy          | 1949-1974                         | 25                                   |                    |
| P.H. Rowlands      | 1949-1953                         | 4½                                   | resigned Oct 1953  |
| A.E. Street        | 1951-1958                         | 7+                                   | wef Feb. 1951      |
| F.H. James         | 1951-1958                         | 6+                                   | resigned July 1958 |
| R.V. Hughes        | 1951-1959                         | 7+                                   | wef Feb. 1952      |
| W.D. Hughes        | 1952-1974                         | 22                                   |                    |
| J.H. Warren-Morgan | 1952-1967                         | 15                                   |                    |
| J.S. Morris        | 1953-1967                         | 14                                   |                    |
| Mary J. Williams   | 1953-1955                         | 1.1/3                                | wef Sept. 1953     |
| S.H.L. Jones       | 1953-1974                         | 20½                                  | wef Nov. 1953      |

TABLE 31 (CONTINUED)

| Name               | Period of Service<br>1947-1974         | No. of Years<br>Service<br>1947-1974 |                    |
|--------------------|--|--------------------------------------|--------------------|
| C.J. Thomas        | 1954-1967                              | 13                                   |                    |
| Mrs. M. Davies     | 1955-1960)<br>1963-1965)<br>1968-1969) | 8                                    |                    |
| W.D. Griffiths     | 1955-1960                              | 5                                    |                    |
| Gladys Ellis       | 1955-1971                              | 16                                   |                    |
| Thomas J. Davies   | 1955-1974                              | 19                                   |                    |
| W.I.C. Bowen       | 1955-1965                              | 10                                   |                    |
| B.J. Jones         | 1955-1974                              | 19                                   |                    |
| D.G. Rogers        | 1955-1959                              | 4                                    |                    |
| G. Griffiths       | 1955-1959                              | 4                                    |                    |
| Annie Powell       | 1955-1957)<br>1962-1965)<br>1967-1974) | 12                                   |                    |
| B.G. Evans         | 1955-1956                              | 3/4                                  | resigned Jan. 1956 |
| C.R. Powell        | 1955-1971                              | 15½                                  | Died Oct. 1970     |
| J.I. Evans         | 1955-1972                              | 16                                   | Died June 1961     |
| R.D. Jayne         | 1956-1974                              | 18                                   |                    |
| J.T. Richards      | 1956-1959                              | 3                                    |                    |
| Mrs. E. Roberts    | 1956-1960                              | 4                                    |                    |
| Alfred Williams    | 1956-1967                              | 11                                   |                    |
| E.L. Thomas        | 1957-1960                              | 2½                                   | Died Dec. 1959     |
| Daniel J. Davies   | 1958-1965                              | 7                                    |                    |
| S.H. McEllistrim   | 1958-1968                              | 10                                   |                    |
| Mrs. P.H. Gard     | 1959-1961)<br>1967-1972)               | 7.1/3                                | Died Sept. 1971    |
| F.S. Tudball       | 1959-1974                              | 15                                   |                    |
| C.E. Winter        | 1959-1971                              | 12                                   |                    |
| Teifi R. Davies    | 1959-1967                              | 7½                                   | Died Nov. 1966     |
| G.P. James         | 1960-1963                              | 3                                    |                    |
| W.D. Jones         | 1960-1974                              | 14                                   |                    |
| Mrs. O.J. Leebrook | 1960-1972                              | 12                                   |                    |



TABLE 31 (CONTINUED)

| Name              | Period of Service<br>1947-1974 | No. of Years<br>Service<br>1947-1974 |                   |
|-------------------|--------------------------------|--------------------------------------|-------------------|
| W.G. Phillips     | 1960-1966                      | 6                                    |                   |
| D.L. Thomas       | 1960-1974                      | 14                                   |                   |
| I.B. Jones        | 1961-1963                      | 2                                    |                   |
| D.E. Hughes       | 1961-1974                      | 13                                   |                   |
| C.G. Carroll      | 1962-1974                      | 11½                                  | wef Nov. 1962     |
| L.G. Jones        | 1963-1974                      | 11                                   |                   |
| R.C. Lendrum      | 1964-1970                      | 6                                    |                   |
| D. Lewis          | 1965-1968)<br>1970-1974)       | 7                                    |                   |
| R. Newman         | 1965-1974                      | 9                                    |                   |
| Mrs. M.E. Collins | 1965-1974                      | 9                                    |                   |
| R. Roderick       | 1965-1967                      | 2                                    |                   |
| R.J. Ashman       | 1966-1974                      | 8                                    |                   |
| G. Salathiel      | 1966-1967                      | 1                                    |                   |
| R.C. Morris       | 1966-1974                      | 7.1/3                                | wef Jan. 1967     |
| D.C. Davies       | 1967-1970                      | 3                                    |                   |
| H. Fox            | 1967-1972                      | 4½                                   | Died Dec. 1971    |
| W.J. Godfrey      | 1967-1974                      | 6                                    | Died June 1973    |
| Mrs. B. Nicholas  | 1967-1971                      | 4                                    |                   |
| W. Woods          | 1967-1971                      | 4                                    |                   |
| D. Morgan         | 1967-1974                      | 7                                    |                   |
| K.P. Thomas       | 1967-1970                      | 3                                    |                   |
| A. True           | 1967-1974                      | 7                                    |                   |
| H.L. Davey        | 1968-1969                      | 8 months                             | Died Feb. 1969    |
| H.R. Hicks        | 1968-1974                      | 6                                    |                   |
| R.B. Jarman       | 1968-1972                      | 4                                    |                   |
| G. Baker          | 1968-1971                      | 2¼                                   | wef February 1969 |
| Mrs. A.M. Boxhall | 1969-1974                      | 5                                    |                   |
| Thomas J. Jones   | 1970-1974                      | 4                                    |                   |
| E.J. Wood         | 1970-1974                      | 4                                    |                   |
| L.A. Haines       | 1970-1971                      | 1                                    |                   |

TABLE 31 (CONTINUED)

| Name                | Period of<br>Service<br>1947-1974 | No. of Years<br>Service<br>1947-1974 |                |
|---------------------|-----------------------------------|--------------------------------------|----------------|
| H.H. Jones          | 1970-1974                         | 4                                    |                |
| D. Michell          | 1970-1974                         | 3½                                   | wef Nov. 1970  |
| D.J. Brooks         | 1971-1974                         | 3                                    |                |
| E. Evas             | 1971-1974                         | 3                                    |                |
| E. Hopkins          | 1971-1974                         | 3                                    |                |
| E. Jenkins          | 1971-1974                         | 3                                    |                |
| R. Mitchell         | 1971-1974                         | 2 & 11 months                        | wef June 1971  |
| Mrs. Edith M. Evans | 1971-1974                         | 2.2/3                                | wef Sept. 1971 |
| A.B.J. Leach        | 1971-1974                         | 2½                                   | wef Nov. 1971  |
| Mrs. E. Groves      | 1971-1974                         | 2 & 5 months                         | wef Dec. 1971  |
| I.M. Thomas         | 1971-1974                         | 2                                    | wef May 1972   |
| E.J. Garwood        | 1971-1974                         | 2                                    | wef May 1972   |
| D.J. Davies         | 1972-1974                         | 2                                    |                |
| A.M. Ellis          | 1972-1974                         | 2                                    |                |
| G. Doel             | 1972-1974                         | 1 & 10 months                        | wef July 1972  |

Source: Council Minutes 1946 - 1974

TABLE 32

Rhondda Council 1947 - 1974 ,  
Analysis of Councillors' length of Service  
(to nearest complete year)

---

| Years of<br>Service | No. of<br>Councillors<br>(123) |
|---------------------|--------------------------------|
| 1                   | 10                             |
| 2                   | 16                             |
| 3                   | 11                             |
| 4                   | 12                             |
| 5                   | 5                              |
| 6                   | 7                              |
| 7                   | 10                             |
| 8                   | 4                              |
| 9                   | 3                              |
| 10                  | 3                              |
| 11                  | 4                              |
| 12                  | 3                              |
| 13                  | 4                              |
| 14                  | 4                              |
| 15                  | 3                              |
| 16                  | 2                              |
| 17                  | 2                              |
| 18                  | 3                              |
| 19                  | 5                              |
| 20                  | 3                              |
| 21                  | 1                              |
| 22                  | 2                              |
| 23                  | 1                              |
| 24                  | 1                              |
| 25                  | 2                              |
| 26                  | 0                              |
| 27                  | 2                              |

Source: Table 31

TABLE 33

Rhondda Council 1947 - 1974,  
Members recording longest service<sup>1</sup>

| Name               | Length of service<br>in years |
|--------------------|-------------------------------|
| G. Wales           | 27                            |
| Mrs. C.M. Parfitt* | 27                            |
| J.H. Lewis*        | 25                            |
| D. Murphy*         | 25                            |
| J. Gwyn*           | 24                            |
| S. Mitchell*       | 23                            |
| A. Davies*         | 22                            |
| W.D. Hughes        | 22                            |
| E.M. Davies*       | 21                            |
| S.H.L. Jones       | 20½                           |
| Mrs. Eliz Jones*   | 20                            |
| R. Mathews*        | 20                            |
| E.J. Williams*     | 19                            |
| Llew. Davies*      | 19                            |
| Ioan Williams*     | 19                            |
| T.J. Davies        | 19                            |
| B.J. Jones         | 19                            |
| I.I. Jones*        | 18                            |
| L.B. Rothero*      | 17                            |
| T.M. Brookes       | 17                            |

Notes:     \* denotes members of Council 'inner-ring'

<sup>1</sup>Of the 123 Councillors who served post 1947, 20 held the longest service records of at least 17 years, 14 of whom were members of the Council 'inner-ring'.

Source:    Table 31.

TABLE 34

Rhondda Council 1946 - 1974,  
Continuity of Membership in Successive Years<sup>1</sup>

| Year              | Size of Council | No. of Serving<br>members | No. continuing in office<br>in succeeding year |
|-------------------|-----------------|---------------------------|--|
| 1946              | 30              | 35                        | 30   |
| 1947              | 30              | 36                        | 30   |
| 1948              | 30              | 31                        | 30   |
| 1949              | 30              | 34                        | 30   |
| 1950              | 30              | 35                        | 30   |
| 1951              | 30              | 35                        | 30   |
| 1952              | 30              | 34                        | 30   |
| 1953              | 30              | 35                        | 30   |
| 1954              | 30              | 34                        | 30   |
| 1955 <sup>2</sup> | 44              | 44                        | 40   |
| 1956              | 44              | 45                        | 43   |
| 1957              | 44              | 44                        | 43   |
| 1958              | 44              | 45                        | 40   |
| 1959              | 44              | 44                        | 38   |
| 1960              | 44              | 43                        | 41   |
| 1961              | 44              | 43                        | 42   |
| 1962              | 44              | 44                        | 43   |
| 1963              | 44              | 44                        | 43   |
| 1964              | 44              | 44                        | 37   |
| 1965              | 44              | 41                        | 37   |
| 1966              | 44              | 40                        | 31   |
| 1967              | 44              | 41                        | 37   |
| 1968              | 44              | 42                        | 39   |
| 1969              | 44              | 41                        | 37   |
| 1970              | 44              | 43                        | 36   |

TABLE 34 (CONTINUED)

| Year | Size of Council | No. of Serving<br>members | No. continuing in office<br>in succeeding year |
|------|-----------------|---------------------------|--|
| 1971 | 44              | 46                        | 39   |
| 1972 | 44              | 42                        | 42   |
| 1973 | 44              | 42                        | -  |

Notes: <sup>1</sup>The number of serving members in any year was sometimes greater than the size of the Council because of by-elections due to deaths and resignations

<sup>2</sup>In 1955 the Council size was increased to 44 consequent upon municipal borough status.

Source: Table 31

TABLE 35

Rhondda Council 1946 - 1974,  
Council Chairmen and Vice-Chairmen,  
Mayors<sup>1</sup> and Deputy Mayors

| Year    | Chairman/Mayor                                | Vice-Chairman/Deputy Mayor                |
|---------|---|---|
| 1946/47 | A.P. Glanville                                | G. Wales                                  |
| 1947/48 | G. Wales                                      | S. Mitchell                               |
| 1948/49 | S. Mitchell                                   | L. Bateman                                |
| 1949/50 | L. Bateman                                    | W.C. Venning                              |
| 1950/51 | W.C. Venning                                  | Alfred Evans                              |
| 1951/52 | Alfred Evans<br>C.M. Parfitt wef<br>Jan. 1952 | C.M. Parfitt<br>M. Harcombe wef Jan. 1952 |
| 1952/53 | C.M. Parfitt                                  | E.M. Davies                               |
| 1953/54 | E.M. Davies                                   | I.I. Jones                                |
| 1954/55 | I.I. Jones                                    | J.G. Elias                                |
| 1955/56 | J.G. Elias (Mayor)                            | Eliz. Jones (Dep. Mayor)                  |
| 1956/57 | Eliz Jones                                    | L.B. Rothero                              |
| 1957/58 | L.B. Rothero                                  | E. Edwards                                |
| 1958/59 | E. Edwards                                    | J.H. Lewis                                |
| 1959/60 | J.H. Lewis                                    | A. Davies                                 |
| 1960/61 | A. Davies                                     | Llew. Davies                              |
| 1961/62 | Llew. Davies                                  | Ioan Williams                             |
| 1962/63 | Ioan Williams                                 | J. Gwyn                                   |
| 1963/64 | J. Gwyn                                       | R. Mathews                                |
| 1964/65 | R. Mathews                                    | T.M. Brookes<br>D. Murphy wef Feb. 1965   |
| 1965/66 | D. Murphy                                     | J.H. Warren Morgan                        |
| 1966/67 | J.H.W. Morgan<br>W.D. Hughes wef May<br>1967  | W.D. Hughes                               |
| 1967/68 | W.D. Hughes                                   | S.H.L. Jones                              |
| 1968/69 | S.H.L. Jones                                  | Mrs. M. Davies                            |
| 1969/70 | Mrs. M. Davies                                | Mrs. G. Ellis                             |
| 1970/71 | Mrs. G. Ellis                                 | C.R. Powell<br>B.J. Jones wef Oct. 1970   |

TABLE 35 (CONTINUED)

| Year    | Chairman/Mayor | Vice-Chairman/Deputy Mayor |
|---------|----------------|----------------------------|
| 1971/72 | B.J. Jones     | T.J. Davies                |
| 1972/73 | T.J. Davies    | R.D. Jayne                 |
| 1973/74 | R.D. Jayne     | F.S. Tudball               |

Notes: <sup>1</sup> Mayors and Deputy Mayors wef 1955 on Incorporation

Source: Council Minutes 1946 - 1974



TABLE 36

## Rhondda Council 1946 - 1974, Main Committee Chairmanships

NOTE: Main Committees identified as those meeting on a regular basis.

| Year    | Gas, Water<br>Electricity | Finance       | Health           | Housing        | Education        | Libraries     | Staffing       | Roads            |
|---------|---------------------------|---------------|------------------|----------------|------------------|---------------|----------------|------------------|
| 1946/47 | I.R. Thomas               | Eliz. Jones*  | W.C. Venning*    | W.C. Venning*  | L. Annie Hughes* | S. Mitchell*  | M. Harcombe*   | Evan M. Davies*  |
| 1947/48 | L. Annie Hughes*          | Eliz. Jones*  | C.M. Parfitt*    | C.M. Parfitt*  | E.J. Oakley      | I.I. Jones*   | M. Harcombe*   | T.R. Davies      |
| 1948/49 | L. Annie Hughes*          | J.H. Lewis*   | C.M. Parfitt*    | C.M. Parfitt*  | E.J. Oakley      | A. Davies*    | M. Harcombe*   | T.R. Davies      |
| 1949/50 | E.J. Oakley               | J.H. Lewis*   | L. Annie Hughes* | T. Richards    | S. Mitchell*     | A. Davies*    | M. Harcombe*   | I.I. Jones*      |
| 1950/51 | S. Mitchell*              | A.M. Vaughan  | T. Richards      | Llew. Davies*  | L. Bateman       | A. Davies*    | M. Harcombe*   | L.B. Rothero*    |
| 1951/52 | W.C. Venning*             | J.G. Elias*   | Llew. Davies*    | I. Williams*   | E.M. Davies*     | Eliz. Jones*  | M. Harcombe*   | E. Edwards       |
| 1952/53 | E.M. Davies*              | M. Davies     | I. Williams*     | J. Gwyn*       | W.C. Venning*    | A.M. Vaughan  | M. Harcombe*   | C. Lawthom       |
| 1953/54 | I.I. Jones*               | A. Davies*    | J. Gwyn*         | R. Mathews*    | C.M. Parfitt*    | Llew Davies*  | E.J. Williams* | T.M. Brookes     |
| 1954/55 | C.M. Parfitt*             | W.J. Cann     | R. Mathews*      | A.T. Allen     | J.G. Elias*      | A.E. Street   | E.J. Williams* | F.H. James       |
| 1955/56 | Eliz Jones*               | A.E. Street   | A.T. Allen       | D. Murphy*     | I.I. Jones*      | J.H.W. Morgan | E.J. Williams* | Mrs. M. Davies   |
| 1956/57 | J.G. Elias*               | J.H.W. Morgan | D. Murphy*       | R.V. Hughes    | L.B. Rothero*    | A.T. Allen    | E.J. Williams* | G. Griffiths     |
| 1957/58 | E. Edwards                | W.D. Hughes   | R.V. Hughes      | C.J. Thomas    | Eliz. Jones*     | J.S. Morris   | W.J. Williams* | T.J. Davies      |
| 1958/59 | L.B. Rothero*             | J.S. Morris   | C.J. Thomas      | W.D. Griffiths | Llew. Davies*    | W.D. Hughes   | E.J. Williams* | B.J. Jones       |
| 1959/60 | A. Davies*                | S.H.L. Jones  | W.D. Griffiths   | Mrs. G. Ellis  | E. Edwards       | C.J. Thomas   | E.J. Williams* | S. Mitchell*     |
| 1960/61 | Llew Davies*              | Eliz. Jones*  | C.M. Parfitt*    | C.R. Powell    | J.H. Lewis*      | R.D. Jayne    | E.J. Williams* | E.M. Davies*     |
| 1961/62 | I. Williams*              | J.H. Lewis*   | Mrs. G. Ellis    | A. Williams    | A. Davies*       | S. Mitchell*  | E.J. Williams* | I.I. Jones*      |
| 1962/63 | J.H. Lewis*               | J.G. Elias*   | C.R. Powell      | C.M. Parfitt*  | J. Gwyn*         | Eliz. Jones*  | E.J. Williams* | L.B. Rothero*    |
| 1963/64 | R. Mathews*               | B.J. Jones    | Llew. Davies*    | I. Williams*   | T.M. Brookes     | A. Davies*    | E.J. Williams* | C.E. Winter      |
| 1964/65 | T.M. Brookes              | R.D. Jayne    | I. Williams*     | J. Gwyn*       | D. Murphy*       | Mrs. G. Ellis | E.J. Williams* | J.I. Evans       |
| 1965/66 | J. Gwyn*                  | A. Davies*    | A. Williams      | R. Mathews*    | J.H.W. Morgan    | W.D. Jones    | E.J. Williams* | S.H. McEllistrim |
| 1966/67 |                           | D.J. Davies   | J. Gwyn*         | T.R. Davies    | R. Mathews*      | J.S. Morris   | J.H. Lewis*    | D.L. Thomas      |
| 1967/68 |                           | F.S. Tudball  | D. Murphy*       | L.G. Jones     | S. Mitchell*     | C.E. Winter   | C.R. Powell    | D.E. Hughes      |
| 1968/69 |                           | W.D. Jones    | L.G. Jones       | D. Murphy*     | W.D. Hughes      | R.J. Ashman   | J.I. Evans     |                  |

TABLE 36 (CONTINUED)

| Committee reorganisation |              |  |                                 |               |                                       |
|--------------------------|--------------|--|---------------------------------|---------------|---------------------------------------|
| Year                     | Public Works | Resources  | Health, Housing Social Services | Amenities     | Education Industrial Development      |
| 1969/70                  | D.E. Hughes  | S. Mitchell <sup>1</sup><br>C.R. Powell <sup>1</sup><br>C.R. Powell <sup>Ø</sup> | D. Murphy*                      | J.G. Elias*   | S.H.L. Jones C.R. Powell <sup>Ø</sup> |
| 1970/71                  | T.J. Davies  |  | D. Murphy*                      | J.G. Elias*   | S.H.L. Jones J.I. Evans <sup>Ø</sup>  |
| 1971/72                  | T.J. Davies  |  | D. Murphy*                      | J.G. Elias*   | S.H.L. Jones W.D. Jones               |
| 1972/73                  | I.I. Jones*  | W.D. Jones   | L.G. Jones                      | C.M. Parfitt* | W.D. Hughes W.D. Jones                |
| 1973/74                  | I.I. Jones*  | W.D. Jones   | L.G. Jones                      | C.M. Parfitt* | W.D. Hughes W.D. Jones                |

Notes:

<sup>1</sup> S. Mitchell killed in accident<sup>Ø</sup> C.R. Powell died October 1970

J.I. Evans died July 1971

\* Denotes members of Council 'inner-ring'

Source:

Rhondda Council Minutes 1946 - 1974

TABLE 37

Rhondda Council 1946 - 1974,  
Chairmen of Education Committee and Sub-Committees

| Year  | Education        | Primary S/C                 | Secondary S/C            | Further Educ. S/C | Welfare & Buildings S/C |
|---|------------------|-----------------------------|--------------------------|-------------------|-------------------------|
| 1946/47                                       | L. Annie Hughes* | E.J. Williams*              | M. Harcombe*             |                   |                         |
| 1947/48                                       | E.J. Oakley      | L. Bateman                  | E.J. Williams*           |                   |                         |
| 1948/49                                       | E.J. Oakley      | T. Richards                 |                          |                   |                         |
| 1949/50                                       | S. Mitchell*     | C.M. Parfitt*               | W.C. Venning*            |                   |                         |
| 1950/51                                       | L. Bateman       | Eliz Jones*                 | E.M. Davies*             |                   |                         |
| Note: Committee reorganisation September 1950 |                  |                             |                          |                   |                         |
| Primary & General Purposes S/C                |                  |                             |                          |                   |                         |
| 1951/52                                       | E.M. Davies*     | Eliz. Jones*                | E.M. Davies*             | Mrs. M. Davies    |                         |
| 1952/53                                       | W.C. Venning*    | E. Oakley                   | D. Murphy*               | T.M. Brookes      |                         |
| 1953/54                                       | C.M. Parfitt*    | I.I. Jones*                 | E. Oakley                | C. Lawthom        |                         |
| 1954/55                                       | J.G. Elias*      | Mrs. A.M. Vaughan           | T. Richards              | Ioan Williams*    |                         |
| 1955/56                                       | I.I. Jones*      | S. Mitchell*                | Ioan Williams*           | Llew. Davies*     |                         |
| 1956/57                                       | L.B. Rothero*    | *S. Mitchell / E.M. Davies* | A. Davies*               | S. Mitchell*      |                         |
| 1957/58                                       | Eliz. Jones*     | J.S. Morris                 | E. Edwards               | J. Gwyn*          |                         |
|   |                  | Llew. Davies*               | A.E. Street/<br>J. Gwyn* | A. Davies*        |                         |
| 1958/59                                       | Llew. Davies*    | J.G. Elias*                 | S. Mitchell*             | Eliz. Jones*      |                         |

TABLE 37 (CONTINUED)

|         |                    |  |                |                |
|---------|--------------------|--|----------------|----------------|
| 1959/60 | E. Edwards         | L.B. Rothero*  | C.M. Parfitt*  | J.G. Elias*    |
| 1960/61 | J.H. Lewis*        | E. Edwards   | J.G. Elias*    | L.B. Rothero*  |
| 1961/62 | A. Davies*         | J. Gwyn*   | W.D. Hughes    | C.R. Powell    |
| 1962/63 | J. Gwyn*           | S.H.L. Jones   | R. Mathews*    | E.M. Davies*   |
| 1963/64 | T.M. Brookes       | C.M. Parfitt*  | E.M. Davies*   | D. Murphy*     |
| 1964/65 | D. Murphy*         | A. Davies*   | J.H. Lewis*    | C.M. Parfitt*  |
| 1965/66 | J.H. Warren Morgan | C.R. Powell  | Mrs. M. Davies | J.S. Morris    |
| 1965/67 | R. Mathews*        | S. Mitchell*   | Eliz. Jones*   | S.H.L. Jones   |
| 1967/68 | S. Mitchell*       | B.J. Jones   | I.I. Jones*    | Mrs. G. Ellis  |
| 1968/69 | W.D. Hughes        | I.I. Jones*  | C.G. Carroll   | Mrs. M. Davies |
| 1969/72 | S.H.L. Jones       | Further reorganisation and use of temporary appointments |                |                |
| 1972/74 | W.D. Hughes        |  |                |                |

Note: \*Denotes Members of 'inner-ring'

Source: Council Minutes 1946 - 1974

TABLE 38

Rhondda Council 1947 - 1974,  
Members of Council 'Inner-ring'<sup>1</sup>

| Name              | Occupation and/or ex-occupation <sup>2</sup> |
|-------------------|--|
| M. Harcombe       | Miner  |
| E.J. Williams     | Miner/Clerk                                  |
| Mrs. C.M. Parfitt | Housewife                                    |
| S. Mitchell       | Miner  |
| E.M. Davies       | Miner  |
| J.H. Lewis        | Colliery Engineman                           |
| D. Murphy         | Miner  |
| W.C. Venning      | Miner/Wayleave Officer                       |
| Mrs. Eliz. Jones  | Teacher/Civil Servant                        |
| J. Gwyn           | Miner/Bus Conductor                          |
| I.I. Jones        | Solicitor's Clerk                            |
| A. Davies         | Hospital Administrator                       |
| J.G. Elias        | Commercial Rep/British Rail Administrator    |
| L. Annie Hughes   | Housewife                                    |
| R. Mathews        | Miner/Social Welfare Officer                 |
| Llew. Davies      |  |
| Ioan Williams     | Storeman                                     |
| L.B. Rothero      | Railwayman                                   |

Notes: <sup>1</sup>Identification of 'inner-ring' based on members chairing various main committees on at least four separate occasions (years)

Source: Tables 36 and 37

TABLE 39

Rhondda Council 1946 - 1974,  
'Inner-Ring' Chairmanships of Education  
Committees and Sub-Committees

| Name            | Chairmanships |  |                     |                                 |
|-----------------|---------------|--|---------------------|---------------------------------|
|                 | Educ/C.       | Primary, Secondary<br>or Primary and<br>GP S/C's | Further<br>Educ.S/C | Welfare<br>and<br>Buildings S/C |
| M. Harcombe     |               | ✓  |                     |                                 |
| E.J. Williams   |               | ✓  |                     |                                 |
| L. Annie Hughes | ✓             |  |                     |                                 |
| W.C. Venning    | ✓             | ✓  |                     |                                 |
| S. Mitchell     | ✓✓            | ✓✓   | ✓                   | ✓                               |
| C.M. Parfitt    | ✓             | ✓✓   | ✓                   | ✓                               |
| E.M. Davies     | ✓             | ✓✓   | ✓✓                  | ✓                               |
| I.I. Jones      | ✓             | ✓✓   | ✓                   | -                               |
| J.G. Elias      | ✓             | ✓  | ✓                   | ✓                               |
| Eliz. Jones     | ✓             | ✓  | ✓                   | ✓                               |
| A. Davies       | ✓             | ✓  | ✓                   | ✓                               |
| J.H. Lewis      | ✓             | -  | ✓                   | -                               |
| L.B. Rothero    | ✓             | ✓  | -                   | ✓                               |
| Llew. Davies    | ✓             | ✓  | -                   | ✓                               |
| J. Gwyn         | ✓             | ✓  | ✓✓                  | ✓                               |
| J. Mathews      | ✓             | -  | ✓                   | -                               |
| Ioan Williams   | -             | -  | ✓                   | ✓                               |
| D. Murphy       | ✓             | -  | ✓                   | ✓                               |

Source: Table 36 and 37.

TABLE 40

Rhondda Council 1946 - 1974,  
Total Service of 'Inner-ring' Members  
Before and After 1947

| Name              | Service Pre 1947 | Service Post 1947 | Total Service |
|-------------------|------------------|-------------------|---------------|
| M. Harcombe       | 36               | 6                 | 42            |
| E.J. Williams     | 21               | 19                | 40            |
| Mrs. C.M. Parfitt | 9                | 27                | 36            |
| S. Mitchell       | 12               | 23                | 35            |
| E.M. Davies       | 8                | 21                | 29            |
| J.H. Lewis        | 1                | 25                | 26            |
| D. Murphy         | 0                | 25                | 25            |
| W.C. Venning      | 14               | 10                | 24            |
| Mrs. Eliz. Jones  | 4                | 20                | 24            |
| J. Gwyn           | 0                | 24                | 24            |
| I.I. Jones        | 5                | 18                | 23            |
| A. Davies         | 1                | 22                | 23            |
| J.G. Elias        | 4                | 18                | 22            |
| L. Annie Hughes   | 17               | 4                 | 21            |
| R. Mathews        | 0                | 20                | 20            |
| Llew. Davies      | 0                | 19                | 19            |
| Ioan Williams     | 0                | 19                | 19            |
| L.B. Rothero      | 0                | 17                | 17            |

Source: Table 31

TABLE 41

Rhondda Council 1947 - 1974,  
Years of Service of 'Inner-ring' Councillors and 'inner-ring' continuity

| Name                                | Pre 1947 Service | SERVICE 1947 - 1974 |         |         |         |         |         |         |         |         |         |         |         |         |         |         |         |         |         | Total Service 1947/74 |         |         |         |         |         |         |         |         |         |
|-------------------------------------|------------------|---------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|-----------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
|                                     |                  | 1947/48             | 1948/49 | 1949/50 | 1950/51 | 1951/52 | 1952/53 | 1953/54 | 1954/55 | 1955/56 | 1956/57 | 1957/58 | 1958/59 | 1959/60 | 1960/61 | 1961/62 | 1962/63 | 1963/64 | 1964/65 |                       | 1965/66 | 1966/67 | 1967/68 | 1968/69 | 1969/70 | 1970/71 | 1971/72 | 1972/73 | 1973/74 |
| M. Harcombe                         | 36               | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       |         |         |         |         |         |         |         |         |         |         |         |                       |         |         |         |         |         |         |         |         | 6       |
| E.J. Williams                       | 21               | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     |         |         |         |         |         |         |         |         | 19      |
| L. Annie Hughes                     | 17               | ✓                   | ✓       | ✓       | ✓       |         |         |         |         |         |         |         |         |         |         |         |         |         |         |                       |         |         |         |         |         |         |         |         | 4       |
| W.C. Venning                        | 14               | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       |         |         |         |         |         |         |         |         |                       |         |         |         |         |         |         |         |         | 10      |
| S. Mitchell                         | 12               | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     | ✓       | ✓       | ✓       | ✓       | ✓       |         |         |         | 23      |
| C.M. Parfitt                        | 9                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | 27      |
| Evan M. Davies                      | 8                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     | ✓       | ✓       |         |         |         |         |         |         | 21      |
| Ivor I. Jones                       | 5                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       |                       |         |         |         |         |         |         |         |         | 18      |
| J.G. Elias                          | 4                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       |                       |         |         |         |         |         |         |         |         | 18      |
| Eliz. Jones                         | 4                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     | ✓       |         |         |         |         |         |         |         | 20      |
| Arthur Davies                       | 1                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     | ✓       | ✓       | ✓       |         |         |         |         |         | 22      |
| Joseph H. Lewis                     | 1                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       |         |         | 25      |
| L.B. Rothero                        | 0                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       |                       |         |         |         |         |         |         |         |         | 17      |
| Llew. Davies                        | 0                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     |         |         |         |         |         |         |         |         | 19      |
| J. Gwyn                             | 0                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     | ✓       | ✓       | ✓       | ✓       |         |         |         |         | 24      |
| R. Mathews                          | 0                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     | ✓       |         |         |         |         |         |         |         | 20      |
| Ioan Williams                       | 0                | ✓                   | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     | ✓       |         |         |         |         |         |         |         | 19      |
| D. Murphy                           | 0                | -                   | -       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓                     | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | ✓       | 25      |
| No. of 'inner-ring' in service (18) | 12               | 17                  | 17      | 18      | 17      | 17      | 16      | 16      | 16      | 16      | 15      | 15      | 15      | 15      | 15      | 15      | 14      | 12      | 9       | 7                     | 5       | 5       | 4       | 4       | 2       | 2       |         |         |         |



TABLE 42

(a) Rhondda Council 1947 - 1974,  
Post 1947 Service of members of  
Council 'inner-ring' 1903 - 1946

| Name             | Pre 1947<br>Service<br>in years | Post 1947<br>Service<br>in years | Total<br>Service<br>in years |
|------------------|---------------------------------|----------------------------------|------------------------------|
| W.S. Lane        | 35                              | 6                                | 41                           |
| M. Harcombe      | 36                              | 6                                | 42                           |
| Thomas R. Davies | 32                              | 8                                | 40                           |
| O.J. Buckley     | 26                              | 2                                | 28                           |
| I.R. Thomas      | 19                              | 5                                | 24                           |
| E.J. Williams    | 21                              | 19                               | 40                           |
| L. Annie Hughes  | 17                              | 4                                | 21                           |

Source: Table 31

(b) Rhondda Council 1903 - 1974,  
Common Membership of Council  
'inner-rings' 1903 - 1946 and 1947 - 1974

M. Harcombe  
E.J. Williams  
L. Annie Hughes

Source: Tables 28 and 38

TABLE 43

Rhondda Council 1946 - 1974,  
Members' Occupations and Political Affiliations

| Name                   | Occupation                                  | Politics    |
|------------------------|---|-------------|
| M. Harcombe            | Miner                                       | Labour      |
| W.S. Lane              | Miner                                       | Labour      |
| Thomas R. Davies       | Miner                                       | Labour      |
| O.J. Buckley           | Miner                                       | Labour      |
| Thomas B. Thomas       | Shop Assistant*                             | Labour      |
| E.J. Williams          | Miner/Clerk                                 | Labour      |
| G.E. Maslin            | Miner/Baker's Roundsman                     | Communist   |
| I.R. Thomas            | Miner/Checkweigher                          | Labour      |
| J. Thomas Davies       | Miner                                       | Labour      |
| L. Annie Hughes        | Housewife                                   | Labour      |
| E.J. Oakley            | Miner/Collector                             | Labour      |
| W.C. Venning           | Miner/Wayleave Officer/<br>Rediffusion T.V. | Labour      |
| W. Rees                | Miner                                       | Labour      |
| F. Williams            | Miner                                       | Communist   |
| A.P. Glanville         | Personnel Officer                           | Independent |
| D. Phillips            | Miner                                       | Communist   |
| G. Wales               | Railway Clerk                               | Independent |
| L. Bateman             | Miner                                       | Labour      |
| S. Mitchell            | Miner/Lodge Secretary                       | Labour      |
| J. Talfryn Llewellyn   |   | Labour      |
| Annie Mary Vaughan     |   | Labour      |
| W. Murray Williams     | Miner                                       | Communist   |
| Alfred Evans           | Grocer                                      | Labour      |
| Catherine Mary Parfitt | Housewife                                   | Labour      |
| Evan M. Davies         | Miner                                       | Labour      |
| Ivor I. Jones          | Solicitor's Clerk                           | Labour      |
| Thomas Richards        |   | Labour      |

TABLE 43 (CONTINUED)

| Name                | Occupation  | Politics           |
|---------------------|---|--------------------|
| J.G. Elias          | Commercial Rep.,<br>Administrator<br>British Rail | Independent/Labour |
| Eliz. Jones         | Teacher/Civil Servant                             | Labour             |
| Eliz. Collingbourne |   | Communist          |
| Arthur Davies       | Hospital Administrator                            | Labour             |
| Evan Edwards        | Miner/Railwayman                                  | Labour             |
| Joseph H. Lewis     | Colliery Engineman                                | Labour             |
| I.G. Llewellyn      |   | Labour             |
| T. Edmunds          | Miner   | Labour             |
| L.B. Rothero        | Railwayman  | Labour             |
| Llewellyn Davies    |   | Labour             |
| J. Gwyn             | Miner/Bus Conductor                               | Labour             |
| C. Lawthom          | Miner   | Labour             |
| R. Mathews          | Miner/Social Welfare<br>Officer                   | Labour             |
| Ioan Williams       | Storeman  | Labour             |
| T.M. Brookes        | Miner/Insurance Agent                             | Labour             |
| W.J. Cann           | Miner   | Labour             |
| M. Davies           | Miner/Milk Vendor                                 | Labour             |
| A.T. Allen          | Miner   | Labour             |
| I.S. Howells        |   | Labour             |
| D. Murphy           | Miner   | Labour             |
| P.H. Rowlands       |   | Labour             |
| A.E. Street         |   | Labour             |
| F.H. James          | Colliery Surface Worker                           | Labour             |
| R.V. Hughes         | Administrator (NCB)                               | Labour             |
| W.D. Hughes         | Miner   | Labour             |
| J.H. Warren Morgan  | Mining Instructor                                 | Labour             |
| J.S. Morris         |   | Labour             |
| Mary J. Williams    | Housewife   | Labour             |
| Samuel H.L. Jones   | Miner   | Labour             |

TABLE 43 (CONTINUED)

| Name               | Occupation                              | Politics          |
|--------------------|---|-------------------|
| C.J. Thomas        | British Rail employee                   | Labour            |
| Mrs. M. Davies     | Housewife                               | Labour            |
| W.D. Griffiths     | Storekeeper                             | Labour            |
| Gladys Ellis       | Housewife                               | Labour            |
| Thomas J. Davies   | Rediffusion T.V.                        | Labour            |
| W.I.C. Bowen       | NCB Storeman                            | Independent       |
| B.J. Jones         | Colliery Surface Worker                 | Labour            |
| D.G. Rogers        |   | Labour            |
| G. Griffiths       |   | Labour            |
| Annie Powell       | Teacher                                 | Communist         |
| B.G. Evans         |   | Labour            |
| C.R. Powell        | Colliery Storekeeper                    | Labour            |
| John Ifor Evans    | Bus Conductor                           | Labour            |
| R.D. Jayne         | Factory Worker                          | Labour            |
| J.T. Richards      |   | Labour            |
| Mrs. E. Roberts    | Housewife                               | Labour            |
| Alfred Williams    | Miner                                   | Labour            |
| E.L. Thomas        | Water Inspector                         | Labour            |
| Daniel J. Davies   | Miner/Local Gov. Officer                | Labour            |
| S.H. McEllistrim   | British Rail employee                   | Labour            |
| Mrs. P.H. Gard     | Housewife                               | Labour            |
| F.S. Tudball       | Male Nurse                              | Labour            |
| C.E. Winter        | ex. miner                               | Labour            |
| Teifi R. Davies    | Miner                                   | Labour            |
| G.P. James         | Electrician - NCB                       | Welsh Nationalist |
| W.D. Jones         | Colliery Overman/Clerk<br>- Elec. Board | Independent       |
| Mrs. O.J. Leebrook | Teacher                                 | Ratepayer         |
| W.G. Phillips      | Miner                                   | Labour            |
| D.L. Thomas        | Fireman                                 | Labour            |
| I.B. Jones         | Solicitor's Clerk                       | Welsh Nationalist |

TABLE 43 (CONTINUED)

| Name              | Occupation   | Politics           |
|-------------------|--|--------------------|
| D.E. Hughes       | Shopkeeper   | Labour/Independent |
| C.G. Carroll      | British Rail employee                                    | Labour             |
| L.G. Jones        | NCB-Wagon Repairer                                       | Labour             |
| R.C. Lendrum      | Bus Driver   | Ratepayer          |
| D. Lewis          | Shop Assistant/Manager<br>Rhondda Cooperative<br>Society | Labour             |
| R. Newman         | Toolroom Grinder   | Labour             |
| Mrs. M.E. Collins | Business woman -<br>Drapery Store                        | Labour             |
| R. Roderick       | Miner  | Labour             |
| R.J. Ashman       | Ex-miner/Insurance Agent                                 | Labour             |
| G. Salathiel      | NHS employee   | Labour             |
| R.C. Morris       | NHS Ambulance Driver                                     | Labour             |
| D.C. Davies       | Schoolteacher  | Ratepayer          |
| H. Fox            | Miner/Council Worker                                     | Labour             |
| W.J. Godfrey      | Miner  | Labour             |
| Mrs. B. Nicholas  | Nurse  | Plaid Cymru        |
| W. Woods          | Miner  | Labour             |
| D. Morgan         | Fire Service   | Labour             |
| K.P. Thomas       | Schoolteacher  | Welsh Nationalist  |
| A. True           | Electrician  | Communist          |
| H.L. Davey        |  | Ratepayer          |
| H.R. Hicks        | Mining Engineer/Local<br>Gov. Officer                    | Labour             |
| R.B. Jarman       | Administrator  | Plaid Cymru        |
| George Baker      | Miner  | Communist          |
| Miss A.M. Boxhall | Employee of E.M.I.                                       | Labour             |
| Thomas J. Jones   | Signalman (British Rail)                                 | Labour             |
| E.J. Wood         | Engineer   | Labour             |
| L.A. Haines       | Lecturer   | Labour             |
| H.H. Jones        | NCB Clerk  | Labour             |

TABLE 43 (CONTINUED)

| Name                | Occupation                   | Politics |
|---------------------|------------------------------|----------|
| D. Mitchell         | Storeman                     | Labour   |
| D.J. Brooks         | Quantity Surveyor            | Labour   |
| E. Evas             | NUR Branch Secretary         | Labour   |
| E. Hopkins          | Local Government Officer     | Labour   |
| E. Jenkins          | Electrician                  | Labour   |
| R. Mitchell         | Education Welfare Officer    | Labour   |
| Mrs. Edith M. Evans | Ex-Civil Servant             | Labour   |
| A.B.J. Leach        | Bus Driver                   | Labour   |
| Mrs. E. Groves      | Turf Accountant's Clerk      | Labour   |
| I.M. Thomas         | Sub-postmaster               | Labour   |
| E.J. Garwood        | Transport Clerk              | Labour   |
| D.J. Davies         | NCB - Compensation Secretary | Labour   |
| A.M. Ellis          | NHS Administrative Officer   | Labour   |
| G. Doel             | Plastic Moulder              | Labour   |

Note:     \*Left Rhondda to become Secretary of Bristol Labour Party  
               (Rhondda Leader 2 November 1946)

Source:  1.  Rhondda Leader 1946 - 1974  
           2.  J. Hodder, Senior Assistant - Electoral Registry,  
               Rhondda U.D.C.  
           3.  Councillor Roy Hicks.

TABLE 44

Rhondda Council 1946 - 1974,  
Proportion of Miners on Council

| Year    | Size of<br>Council | Miners<br>Nos. | %  |
|---------|--------------------|----------------|----|
| 1946/47 | 30                 | 24             | 80 |
| 1947/48 | 30                 | 21             | 70 |
| 1948/49 | 30                 | 22             | 73 |
| 1949/50 | 30                 | 21             | 70 |
| 1950/51 | 30                 | 21             | 70 |
| 1951/52 | 30                 | 22             | 73 |
| 1952/53 | 30                 | 22             | 72 |
| 1953/54 | 30                 | 21             | 70 |
| 1954/55 | 30                 | 21             | 70 |
| 1955/56 | 44 <sup>1</sup>    | 20             | 45 |
| 1956/57 | "                  | 20             | 45 |
| 1957/58 | "                  | 19             | 43 |
| 1958/59 | "                  | 20             | 45 |
| 1959/60 | "                  | 19             | 43 |
| 1960/61 | "                  | 18             | 41 |
| 1961/62 | "                  | 16             | 36 |
| 1962/63 | "                  | 16             | 36 |
| 1963/64 | "                  | 16             | 36 |
| 1964/65 | "                  | 16             | 36 |
| 1965/66 | "                  | 14             | 32 |
| 1966/67 | "                  | 13             | 29 |
| 1967/68 | "                  | 12             | 27 |
| 1968/69 | "                  | 11             | 25 |
| 1969/70 | "                  | 12             | 27 |
| 1970/71 | "                  | 11             | 25 |
| 1971/72 | "                  | 9              | 20 |
| 1972/73 | "                  | 6              | 13 |
| 1973/74 | "                  | 6              | 13 |

Note: <sup>1</sup> Size of Council increased on elevation to Municipal Borough Status

Source: Tables 31 and 43.

TABLE 45

Rhondda Council 1946 - 1974  
Concurrent Service of Members of  
Council 'Inner-ring' including the proportion of miners

| Year    | No. of 'inner-ring'<br>of 18 in service | Miners |    |
|---------|---|--------|----|
|         |   | Nos.   | %  |
| 1946/47 | 12                                      | 6      | 50 |
| 1947/48 | 17                                      | 8      | 47 |
| 1948/49 | 17                                      | 8      | 47 |
| 1949/50 | 17                                      | 9      | 52 |
| 1950/51 | 17                                      | 9      | 52 |
| 1951/52 | 17                                      | 9      | 52 |
| 1952/53 | 17                                      | 9      | 52 |
| 1953/54 | 16                                      | 8      | 50 |
| 1954/55 | 16                                      | 8      | 50 |
| 1955/56 | 16                                      | 8      | 50 |
| 1956/57 | 16                                      | 8      | 50 |
| 1957/58 | 15                                      | 7      | 46 |
| 1958/59 | 15                                      | 7      | 46 |
| 1959/60 | 15                                      | 7      | 46 |
| 1960/61 | 15                                      | 7      | 46 |
| 1961/62 | 15                                      | 7      | 46 |
| 1962/63 | 15                                      | 7      | 46 |
| 1963/64 | 15                                      | 7      | 46 |
| 1964/65 | 14                                      | 7      | 50 |
| 1965/66 | 12                                      | 7      | 58 |
| 1966/67 | 9                                       | 6      | 66 |
| 1967/68 | 7                                       | 5      | 71 |
| 1968/69 | 6                                       | 3      | 50 |
| 1969/70 | 5                                       | 4      | 80 |
| 1970/71 | 4                                       | 3      | 75 |
| 1971/72 | 4                                       | 3      | 75 |
| 1972/73 | 2                                       | 1      | 50 |
| 1973/74 | 2                                       | 1      | 50 |

Source: Tables 31 and 38



TABLE 46

List of disputes between the Glamorgan and Rhondda  
Authorities 1946 to 1974

| Issues Raised                | Substance of Dispute                | Other Parties Involved: |     | Dates                   |
|------------------------------|-------------------------------------|-------------------------|-----|-------------------------|
|                              |                                     | Ministry                | GCC |                         |
| Education Development Plan   | No consultation with GCC            | ✓                       | ✓   | 1946                    |
| Nursery Education            | The age range                       | ✓                       | ✓   | 1946-1975               |
| Further Education Powers     | The granting of                     |                         | ✓   | 13.3.46 - 5.10.48       |
| School Meals Service         | Permanent Appointments              |                         | ✓   | 1946                    |
| School Transport             | To or to and from school            |                         | ✓   | June 1946               |
| Pontrhondda Technical School | Use of private architect            |                         | ✓   | Sept. 1946              |
| Youth Organiser              | Appointment of                      |                         | ✓   | Oct. 1946 - Dec. 1946   |
| Rhondda Technical College    | Appointment of Workshop Attendant   |                         | ✓   | Oct. 1945 - Dec. 1946   |
| School Meals                 | Free meals for under fives          |                         | ✓   | March 1947              |
| Welsh Schools                | New Welsh Primary School, Transport |                         | ✓   | June 1947 - March 1949  |
| Secondary Education          | Multi-lateral v tripartite system   |                         | ✓   | July 1947 - Nov. 1966   |
| Rhondda Headships            | Area of residence                   |                         | ✓   | Nov. 1947               |
| Treforest School of Mines    | Scholarships                        |                         | ✓   | Feb. 1948               |
| Porth Intermediate School    | Catchment Area                      |                         | ✓   | June 1948               |
| Ferndale Secondary School    | Appointment of Caretaker            |                         | ✓   | Sept. 1950              |
| School Meals                 | Increased charge                    | ✓                       |     | March 1951              |
| Re-naming of Schools         | Use of 'old' or 'new' names         |                         | ✓   | June, 1953 - March 1954 |

TABLE 46 (CONTINUED)

| Issues Raised              | Substance of Dispute   | Other Parties Involved: |     | Dates                    |
|----------------------------|--|-------------------------|-----|--------------------------|
|                            |  | Ministry                | GCC |                          |
| School Attendance Officers | Provision of Uniforms  |                         | ✓   | Sept. 1953               |
| School Meals Service       | Closure of central kitchens                                    |                         | ✓   | May 1954 - Oct. 1955     |
| Borough Education Officer  | Designation and Appointment                                    | ✓                       | ✓   | Oct. 1955 - March 1961   |
| School Holidays            | Operative dates  |                         | ✓   | July 1955 - July 1956    |
| Education Office Staff     | Saturday leave   |                         | ✓   | Sept. 1957               |
| School Governing Bodies    | Constitution of  |                         | ✓   | March 1959               |
| Welsh Primary Schools      | Employment of Nursery Assistants                               |                         | ✓   | July 1959                |
| Bronllwyn Sec. School      | Conversion to Teacher Education Centre                         |                         | ✓   | Sept. 1964<br>May 1968   |
| Rhondda F/E College        | Constitution of Governing Body                                 | ✓                       | ✓   | Jan. 1965 - April 1968   |
| Education Office           | Admin. Assistant - car allowance                               |                         | ✓   | Jan. 1968                |
| Upper Rhondda Sec. School  | Part-time cleaners   | ✓                       | ✓   | August 1967<br>Oct. 1970 |
| Free School Milk           | Implementation of Education (Milk) Act, 1971 - initial refusal |                         | ✓   | Sept. 1971               |

Source: R.U.D.C. and R.B.C. Minutes 1946 to 1974

## NOTES AND REFERENCES

## NOTES AND REFERENCES

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### Chapter 1

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- |           | <u>1921/22</u> | <u>1922/23</u> |
|-----------|----------------|----------------|
| Porth     | £651           | £1948          |
| Tonypandy | £644           | £1976.         |
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